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Public Service Sectors in Rural England

Report to the Countryside Agency

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Public Service Sectors in Rural England

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Executive summary

This is one of a number of studies being commissioned by the Countryside Agency which are concerned with developing evidence based knowledge on the contribution of key employing sectors to rural economies. As such, it relates to the Agency's recent work on understanding the dynamics of rural economies, as documented in its report 'Rural economies – stepping stones to healthier futures' (Countryside Agency, 2003).

This study draws on statistical analysis, consultations with national organisations, reviews of the literature and a survey of 102 organisations. Trends in employment, the nature of operating in rural areas and specific support needs are identified for the following sub sectors : public administration, defence and security, education, health and social work.

The research identifies a number of areas where rural policy-makers need a greater understanding of the potential of these sectors to contribute to rural economies and the specific constraints they face operating in rural areas.

Employment structure

The public service sectors account for 26 per cent of total employment in rural England, a proportion that is slightly higher than in England as a whole. The average size of employment units in the public service sectors is larger than in other sectors, although more people are employed in smaller units in rural areas than nationally.

These sectors are particularly important for women, who make up three quarters of all employees. A higher proportion of the workforce in rural England are women than in England as a whole, and particularly in the education and health sectors. These sectors are important sources of part-time work. In the education and health sectors over half of the posts are part-time, especially those filled by women.

Employment growth in rural areas in the public service sectors between 1997 and 2002 was faster than other sectors (11.3 per cent compared to 8.3 per cent). However, the rate of growth in rural areas was lower than for England as a whole due to the slower rate of growth in education employment.

Concentrations of employment within each region show that while education, health and social work are relatively evenly spread, public administration may be of greater importance in some districts than others, and defence and higher education have the most uneven spatial distribution as they are more 'footloose' and serve much wider populations.

Public Administration

There has been a rapid growth in public administration in rural areas, especially since 1997, with numbers of employees increasing nationally by 15 per cent in all rural districts compared with the 5 per cent nationally.

Surveys have found that there are considerable recruitment and retention problems within local authorities for the professional posts. Salary levels are lower than other sectors and the rate of salary increases have been lower than other public sector workers. The patterns of public service employment may change following the Lyons review concerning moving parts of the civil service out of the South East.

Defence, police and fire services

Employment in these sectors in rural areas has declined by 11 per cent since 1997. This decline is predominantly in the defence sector where employment can be concentrated in specific rural areas. There is pressure within the Ministry of Defence to reduce the number of sites being used and have greater private sector involvement particularly for support workers and engineering.

Police numbers are rising nationally with added employment from Community Safety Officers and Parish Wardens. Pay levels tend to be higher than other public sector workers with officers progressing to higher salaries quickly. Most rural fire fighters are retained or part-time employees.

Education

In rural areas, 9 per cent of the workforce is employed in education. Half of all education sector jobs in rural districts are in primary schools with a further third in secondary schools. However, many primary schools are under threat because the demographics of communities results in falling numbers. Numbers employed in education increased by 28 per cent in rural districts compared to 34 per cent for England as a whole between 1997 and 2002, although in higher education this increase was 39 per cent in rural districts compared to 17 per cent for all England. Recruitment problems are found in all parts of the education system.

Health

Employment in the health sector makes up 6 per cent of the rural workforce, slightly lower than the English average. While health employment increased by 10 per cent between 1997 and 2002, there is concern that centralisation of services is leading to hospitals being concentrated in urban areas while at the same time putting greater demands on GPs and the new nurse practitioners. Furthermore, recruitment difficulties are found in rural areas due to the small labour pool. A substantial share of rural employment in this sector is to be found in remoter rural districts, indicating that much of the employment in the more accessible rural areas is concentrated in larger urban centres.

The health and social work sector is a major source of employment for women in rural areas, more than half of whom work part-time. The rural economic impact of the health service through its procurement policies has not been assessed in the past although there is growing interest in promoting local, environmental and healthy food sourcing policies.

Social care

The social care sector employs 4.3 per cent of the rural workforce compared to 3.8 per cent in all England. Local authorities employ 40 per cent of these and 80 per cent have no qualifications. 85 per cent of the work force is female with a majority working part-time in lower paid jobs. There is a trend towards home care which entails greater costs in rural areas.

Other sectors

Other public sectors such as libraries, museums, sewage, funeral services and sports arenas make up 1.2 per cent of the rural workforce. In library and museums most employees (predominantly women working part-time) are working in smaller organisations.

Survey of Public service organisations

A survey of 102 organisations was undertaken in four rural districts to explore the range of contributions that these sectors make to rural areas. It also examines the needs of the organization and the extent to which existing public sector policies have an impact.

- With the exception of the defence sector, the majority of the workforce in the sample of organisations are women, many of whom are working part-time. However, women are under-represented in senior and management positions in all the sectors.
- Employment has increased over the last three years which can be attributed to policies concerned with increasing the range of services and improving staffing levels.
- A high proportion of lower paid staff live locally (i.e. within the district), but a higher proportion of professional and managerial staff live outside the district (although invariably in other rural districts). The care and health sectors include a large proportion of staff on lower salaries.
- Most organisations are experiencing recruitment problems and these tend to be most acute where specific skills are required or for the lower skilled staff (e.g. care workers, ancillary staff in schools and cleaners). However, most organisations experienced a low turnover of staff, attributed to their rural location.
- The provision of 'off the job' training was problematic for several organisations because of the restricted choice of training locally and the need for staff to travel long distances to urban centres.
- Contracting-out has increased over the past decade, although there is evidence that this trend is decreasing and in some instances reducing.
- Many of the public service organisations are almost entirely focused on providing for the needs of the local community although care homes, higher education and

tourism related organisations have wider remits. The lack of transport also restricts the ability of some parts of the rural population to use services.

- A small proportion of purchases (typically 10 per cent by value) comes from the local area, although it tends to be highest in the case of education, social care, and libraries. Local builders tend to be used for maintenance work in these sectors.
- Several of the larger organisations (notably the district councils) have a commitment to increasing the amount of local sourcing. The large defence establishments have enormous potential for local procurement, but are currently tied into national purchasing systems.
- There are several other ways in which public service organisations are contributing to their local communities including:
 - provision of apprenticeships and work experience placements;
 - support for local groups and charities;
 - providing premises for wider community use (e.g. schools, libraries, GP surgeries).
- The district councils and the health trusts report some conflicts between meeting central government targets as well as their own local targets. The cost of meeting standards and targets is higher in rural areas because of the sparsity of the rural population. The rural location adds greater costs in delivering further education and training as group sizes tend to be small and there are fewer economies of scale.
- Other impacts of public policy include the trend of centralising specialist services such as training and health care in urban areas resulting in reduced accessibility for rural people. At the same time there is a trend in policy to increase the remit of more general services such as health care provision in people's own homes, although interviewees felt that the additional cost this entails in rural areas was not adequately considered by policy-makers.

Responses to the findings

- Rural social inclusion policies should work with those sectors that provide employment and training to the less skilled, such as care sectors.
- The role of part-time portfolio working, especially amongst women requires further research.
- Transport and lack of childcare can restrict people from taking up lower paid jobs and accessing public services.
- Where there are concentrations of employment, public policy should recognise the severe adverse impacts of declining employment on rural localities.
- The impact of further and higher education in terms of employment, incomes and wider benefits on rural economies is not known.
- Greater 'rural proofing' is required with regard to funding and setting targets that recognises the higher costs involved in delivering services to sparse populations.
- Policy-makers can encourage greater emphasis on local, healthy and environmentally sustainable procurement amongst public service organizations.
- Social enterprises play a key role in delivering many public services.

- The higher cost of living in some rural areas is not reflected in higher national salary scales or access to affordable housing.
- Collaboration between organisations can be used for labour pooling, training and provision of transport.
- Support should recognise the different needs of organisations according to size of organisations, sector and ownership (public, private or social enterprises).

Chapter 1

Introduction

1.1 Scope of the study

This is one of a number studies being commissioned by the Countryside Agency which are concerned with developing evidence based knowledge on the contribution of key employing sectors to rural economies. This involves assessing the scale, characteristics, dynamics and contributions of different sectors to rural economies. As such, it relates to the Agency's recent work on understanding the dynamics of rural economies, as documented in its report 'Rural economies – stepping stones to healthier futures' (Countryside Agency, 2003).

This particular study is concerned with various public services, the principal ones being public administration, defence, education, and health, which are often neglected in work on rural economies specifically and regional and local economies more generally. This is despite the impact that these sectors have on rural labour markets and economies, not only in terms of the large numbers and kinds of jobs that they provide, but also through their purchasing power and sourcing decisions and how these can stimulate businesses and employment creation in other sectors of rural economies.

To be more specific, the following activities come within the scope of this study:

- Public administration, including various central and local government services
- Defence establishments, including both UK and US military bases
- Public security activities, including the police and fire service
- Primary education
- Secondary education
- Higher education
- Adult and further education
- Hospitals and Health Trusts
- GP and dental practices
- Social care and social work
- Veterinary services
- Refuse disposal
- Libraries and museums
- Sports arenas and stadiums
- Funeral services

Although much of the employment within these activities is in public funded organisations such as local authorities, NHS Health Trusts, state schools and universities, the study will also embrace the other types of organisations that provide public services and which, in some sectors, are becoming increasingly important. These include privately run businesses (such as care homes, private schools and colleges, veterinary practices), social enterprises, and voluntary sector activities (such as care homes and museums).

1.2 Aims and objectives

In broad terms, the study is concerned with (i) carrying out an audit of the principal characteristics of various public service sectors in rural areas and comparing this against the national picture, and (ii) assessing the contribution that these sectors make to rural economies and communities. Given that the direction and nature of change within these sectors is heavily dependent upon government policies of one kind or another, a key aspect of the study will be to consider the implications that current policies and strategies have for the future of these sectors in rural areas. In addition, the extent to which various policy measures are addressing the needs of both businesses and employees within these sectors will be assessed, as well as identifying possible gaps and needs which are currently not being addressed.

As detailed in the specification for the study, the research has had the following objectives:

1. To explore and describe the profile, characteristics and contribution of public service sectors to rural economies.
2. To inform the Agency about the impact and reach of these sectors in rural areas.
3. To investigate key rural issues and characteristics identified.
4. To explore the relationship of these sectors with any emerging rural characteristics.
5. To explore any skills, training or recruitment issues experienced by these sectors in rural areas.
6. To assess whether relevant policy measures are helping businesses within these sectors.
7. To identify whether businesses and employees in these sectors in rural England have any particular needs which are not being addressed and to suggest routes to meeting these.
8. To identify whether there are any changes in funding/regulatory structures which will have an impact on the future competitiveness of these sectors.

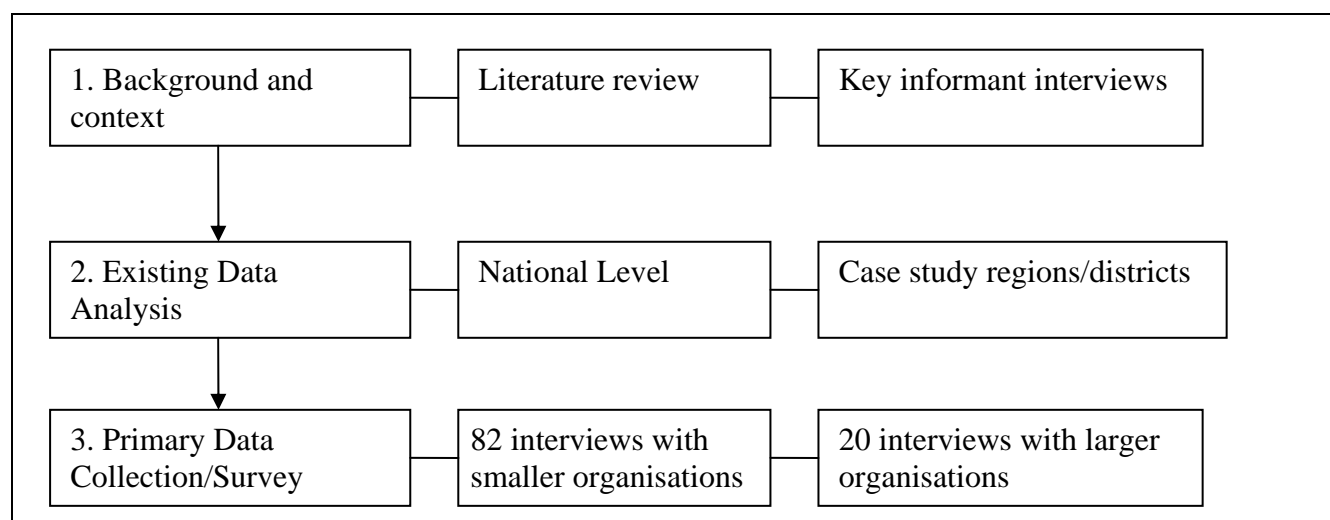
1.3 Methodology

Given the range of issues covered by the research, the favoured approach has involved three phases of work (Figure 1.1):

1. A national and regional level review of trends, strategies, and public policies related to the public service sectors. This has been undertaken in two ways. First, a review of relevant literature and documentary evidence concerning trends and policies relating to the different sectors was undertaken, bringing out where possible the implications for rural economies. Second, a number of key informant interviews were carried out over

the telephone (see Appendix I) to obtain information about key developments within the main public service sectors and how these might relate to local economies. These interviews have helped in the interpretation of the statistical trends and in identifying key issues relating to rural areas (e.g. those relating to skills, training and recruitment; and procurement policies as they affect rural businesses).

FIGURE 1.1 METHODOLOGICAL APPROACH



2. Analysis of existing statistical data

2a. A national level analysis

This examined the contribution of the public service sectors to rural economies, using relevant government data sources and existing published and 'grey' literature. This has involved the extraction and analysis of government data relating to the different sectors making full use of the data available through NOMIS, including Annual Business Inquiry (ABI), Inter-departmental VAT registration, and Labour Force Survey data. Much of these data relate to the most recent year for which statistics are available, which in the case of ABI data has been 2002, although to analyse trends, similar data have been extracted for 1991 and 1997. The data relate to:

- Employment in sectors and sub sectors (defined at two and three digit SICs)
- Changes in employment over the past 5 and 10 years
- Full-time and part-time employment
- Male and female employment
- Employment units by size
- Numbers of VAT registered enterprises

These data have been analysed to show the structure of employment in the different sectors and sub sectors and also to identify trends over time. Comparisons have been made between rural England and England as a whole (i.e. both urban and rural districts). Much of these data have been analysed for the rural areas within each of the eight English regions to enable comparisons to be made between them. The data have also been used to examine the geographical distribution of employment at the rural district scale within the

eight regions in order to identify key concentrations of employment and clusters of employment units.

The basic unit of analysis used has been the local authority district, using the ONS's classification of rural districts. In some respects it would have been preferable to have used rural wards (using the 1998 definition) rather than rural districts as the unit of analysis, but it proved impracticable within the resource envelope of this project to extract data for rural wards for all eight regions. However, we have been able to undertake some analysis using rural wards for the two case study regions and this is useful in providing some insights into the implications of adopting the ward rather than district definition of what constitutes a rural area (see Appendix VI).

2b. Analysis of existing statistical data in case study regions and districts

Case study regions: Two of the eight regions were selected for more detailed analysis after consultation with the Agency, these being the East of England and Yorkshire and Humberside. Key considerations in the selection of these regions were to have a 'northern' and a 'southern' region and to choose regions that had not been 'over-researched' previously. A factor in the choice of the East of England was that it included remoter rural districts (in Norfolk and Suffolk) as well as more accessible rural districts close to London (in Hertfordshire and Essex).

Case study districts: Within each region, two case study districts were chosen as the basis for the survey research. The choice of districts was informed by the statistical analysis with a view to selecting districts with an above average representation of at least one of the public service sectors.

In the case of the East of England, North Norfolk was chosen partly because it was one of the remotest rural districts within the region, but also because several sectors were strongly represented including school education, health and social work, and libraries and museums. Forest Heath was chosen largely because of the importance of the defence sector as well as the relative importance (compared with other districts) of the veterinary services sector.

In the case of Yorkshire and Humberside, Hambleton was chosen because of the relative importance of several sectors including public administration, schools, health and social work, and libraries and sports facilities. As a contrast, Craven was selected as a district coming within the boundaries of the Yorkshire Dales National Park and because of its high share of employment in higher education.

3. Primary data collection and surveys

Within each of the four case study districts, two kinds of survey were conducted with a total of 102 organisations surveyed.

3a. Telephone survey

A questionnaire survey was administered by telephone to 80 small – medium sized businesses and organisations within the public service sectors. The sample of organisations was selected so as to be representative of the distribution of organisations between the different sectors, taking the four case study districts together. Interviews were carried out with appropriate managers in each organisation and covered the following issues:

- Needs and constraints facing these organisations and their employees (particularly in relation to skills and recruitment)
- Public sector support received and benefits gained (self reported)
- Support needs
- Employment details including earnings, skill levels, gender, staff turnover/retention
- Services provided
- Extent to which organisations are sensitive to rural issues
- Trends in business performance

3b. Face-to-face interviews with larger organisations

For each of the four case study districts, the largest public service employers were identified and requests made for face-to-face interviews with relevant managers. In some organisations (e.g. district councils) it proved necessary to interview more than one person to cover different aspects relevant to the study. In total, twenty face-to-face interviews were completed and included the four district councils, two defence establishments, secondary schools and a further/higher education college, hospitals, care homes, and library services. Issues covered in the interviews included:

- Needs and constraints facing these organisations and their employees (particularly in relation to skills and recruitment)
- Employment details including earnings, skill levels, gender, proportion resident in deprived rural areas, staff turnover/retention
- Services provided to the local population
- Extent to which organisations are sensitive to rural issues
- Relationships with rural businesses and social enterprises (e.g. via procurement and out-sourcing)
- Implications of corporate strategies and plans

1.4 Report Structure

The rest of the report adopts the following structure. Chapter Two is concerned with the analysis of secondary data relating to the public service employment structure and trends within the rural areas of the eight English regions, as well as highlighting the main concentrations of public service employment within each region. Chapter Three draws upon the results of reviewing relevant literature and the key informant interviews to present the main trends and strategies within the principal public service sectors, identifying possible implications for rural areas. Chapter Four takes this further by analysing in more detail the contribution of public services employment to the rural areas within the two case study regions. This provides the context for presenting the results of the survey of public service organisations in the four case study districts in Chapter Five. The final chapter is

concerned with drawing out the policy implications of the findings and identifying the particular needs of organisations and employees in various public service sectors that are currently not being adequately addressed.

Chapter 2

Employment structure and trends in the rural districts of the English regions

CHAPTER SUMMARY

Employment structure and trends

- The public service sectors account for 26 per cent of total employment in rural England, a proportion that is slightly higher than in England as a whole. Rural areas in the South East of England and East Midlands rely on these sectors less than those in the South West, Yorkshire and Humberside and particularly the North East where these sectors account for a third of total employment.
- The average size of employment units in the public service sectors is larger than in other sectors, although the smaller size units account for a larger share of employment in the public sectors in rural England than in England as a whole.
- These sectors are particularly important for women, who make up three quarters of all employees. A higher proportion of the workforce in rural England are women than in England as a whole, and particularly in the education and health sectors.
- These sectors are important sources of part-time work with 47 per cent of posts in rural England being part-time compared with 43 per cent in England as a whole. In the education and health sectors over half of the posts are part-time, especially those filled by women. There are also regional differences with the North East having only 38 per cent of employees working part-time across all the public service sectors.
- Employment growth in rural areas in the public service sectors between 1997 and 2002 was faster than other sectors (11.3 per cent compared to 8.3 per cent). However, the rate of growth in rural areas was lower than in England as a whole due to the slower rate of growth in education employment. There were also marked differences between the rural areas in the different regions, with the fastest growth being in the rural areas of the North West and West Midlands, and the slowest in the rural areas of the South East and North East.
- Location quotients indicating the concentrations of employment within each region show that while education, health and social work are relatively evenly spread, public administration may be of greater importance in some districts than others, and defence and higher education have the most uneven spatial distribution as they are more 'foot loose' and serve much wider populations.

2.1 Introduction

This chapter presents an overview of the contribution of the public service sectors to employment within rural England, comparing it with England as a whole. As well as looking at the structure of employment in terms of gender and the type of employment, the chapter will also identify the main trends that have occurred to rural employment in these sectors over a recent five year period. The main source of data used in this chapter is the Annual Business Inquiry (based on workplace data) for 2002, although we have also used VAT Registration data as a proxy for identifying trends in the numbers of enterprises within the main public service sectors. Summary tables and diagrams are included in the text, but more detailed tables, presenting data for rural districts in each of the eight regions can be found in Appendix II.

2.2 Employment structure and trends

2.2.1 Contribution to total employment

TABLE 2.1: SECTORAL SHARES OF EMPLOYMENT IN PUBLIC SERVICES IN 2002

	Rural Districts		All Districts	
	N	%	N	%
Public Administration and Defence	260,900	5.0%	1,107,500	5.0%
Education	465,300	8.9%	1,927,000	8.7%
Health and Social Work	573,300	10.9%	2,347,858	10.6%
Library, Museums and Sports Arenas	46,500	0.9%	155,047	0.7%
All Public Services	1,368,000	26.1%	5,626,000	25.4 %

Source: Annual Business Inquiry

In 2002 there were almost 1.4 million people employed in the various public service sectors within rural England, accounting for 26.1 per cent of total employment (Table 2.1). This is marginally higher than their share of total employment within England as a whole (25.4 per cent). However, the relative importance of the public services to rural employment varies across the regions, with three regions having above average shares compared with England as whole (notably the North East where a third of employment is in these sectors and also the South West and Yorkshire and Humberside) and two regions (East of England and the East Midlands) having below average shares.

In terms of its relative contribution to rural employment, health and social work is the largest, employing 573,000 people in rural districts in England in 2002 (44 per cent of employment in the public service sectors). The contribution of health and social work to rural employment ranges from 13.1 per cent of total employment in the North East to 9.4 per cent in the East Midlands.

Education is the second largest sector, employing 465,000 people in rural England in 2002 (34 per cent of employment in the public service sectors). Variations in the

contribution of education to rural employment range from 10.1 per cent of total employment in the North East to 7.4 per cent in the East of England.

The third largest sector is public administration, providing employment for 133,000 people in rural England (10 per cent of employment in the public service sectors) followed by the defence and security sector, providing a further 119 thousand jobs (9 per cent).

2.2.2 Employment units

There were around 53,000 separate employment units in the public service sectors in rural England in 2002. This compares with there being 44,000 VAT registered businesses in these sectors in rural England, suggesting that about 83 per cent of the employment units are operating outside the public sector itself.

TABLE 2.2: EMPLOYMENT UNITS IN PUBLIC SERVICES IN 2002

	Proportion of total units		Proportion of employment	
	Rural Districts	All Districts	Rural Districts	All Districts
1 – 10 employees	52.5%	51.4%	8.9%	7.2%
11 – 49 employees	37.5%	36.3%	34.9%	28.1%
50 – 199 employees	8.8%	10.4%	30.0%	28.6%
200+ employees	1.3%	1.8%	26.3%	36.2%

Source: Annual Business Inquiry

Table 2.2 shows the size structure of the employment units within the public service sectors as a whole. The key point to highlight is that these sectors account for a much smaller share of all rural employment units than they do of total employment (9.1 per cent of rural units compared with 26.1 per cent of employment). In this respect rural England is no different from England as a whole as it reflects the skew towards larger size units in the public services, with more than half (56 per cent) of employment in rural England being in units employing more than 50 people. Thus hospitals, schools, local authorities, and defence establishments tend to be the largest employers in rural areas, being significantly larger than the majority of private sector businesses. Having said this, however, smaller size units (those employing less than 50) do account for a larger share of the employment in the public service sectors in rural England (44 per cent) compared with England as a whole (35 per cent).

2.2.3 Gender division of employment

TABLE 2.3 GENDER DIVISION OF EMPLOYMENT IN RURAL DISTRICTS FOR 2002

	Rural Districts		All Districts	
	Women %	Men %	Women %	Men %
Public Admin and Defence	46	54	47	53
Education	75	25	72	28
Health and Social Work	84	16	82	18
Library, Museum, Sports Arenas	55	45	54	46
All Public Services	72	28	70	30

Source: Annual Business Inquiry

The public services play a key role in the provision of employment for women in rural England. As shown in Table 2.3, 72 per cent of employees in these sectors in rural England are female, which is a slightly higher proportion than in England as a whole (70 per cent). This compares with 49 per cent of the rural workforce in all sectors. This pattern is fairly consistent across the rural areas of the different regions, although women do form a lower proportion of the public service workforce in the North East (68 per cent). The gender division varies between the sectors, with less than half of the workforce being female in the case of 'public administration, defence, and security services' (largely because of men predominating in the defence and security sector) compared with more than four fifths in health and social work. Compared with England as a whole, a slightly higher proportion of the workforce in rural England are women, especially in the education and health sectors. Thus 75 per cent of the workforce in education in rural districts are women compared with 72 per cent in all districts and 84 per cent in health and social work compared with 82 per cent in all districts.

2.2.4 Full-time and part-time employment

TABLE 2.4: PERCENTAGE OF EMPLOYEES WORKING PART-TIME IN RURAL DISTRICTS IN 2002

	Rural Districts			All Districts		
	Women %	Men %	All employees %	Women %	Men %	All employees %
Public Admin and Defence	37	10	23	36	9	22
Education	59	32	53	55	31	49
Health and Social Work	58	30	53	53	27	48
Library, Museum, Sports Arenas	68	39	56	65	39	53
All Public Services	56	23	47	52	22	43

Source: Annual Business Inquiry

Closely associated with their importance in providing employment for women is the fact that a significant proportion of the jobs in the public services are part-time (Table 2.4). Almost half (47 per cent) of public service employment in rural England is part-time, which is slightly above that in England as a whole (43 per cent). In the education, health and social work sectors over half of the employment is part-time in rural England, compared with just under half in England as a whole. The 'library, museum and sports activities' sector has the highest proportion of jobs which are part-time (56 per cent).

Taking public services as a whole, just over half of employment in each of the regions is full-time, although in the case of the North East, this reaches 62 per cent. In fact, for each sector, a higher proportion of employment in the North East is full-time than in the other regions, this being associated with the higher proportion of men in the workforce that we have already noted. Full-time employment is most important in the public administration, defence and security services sector, accounting for at least three quarters of the jobs in each of the regions.

In most regions just over three quarters of male employees are in full-time jobs compared with less than half of female employees. Compared with England as a whole, a lower proportion of women in rural England work full-time (44 per cent compared to 48 per cent) whereas the proportion of men working full-time is about the same as in all areas. Once again, it is the rural areas in the North East region that stand out as having the highest proportion of both men and women working full-time. Apart from in the 'public administration, defence, and security services' sector where the majority of both men and women work full-time, the majority of women work part-time, highlighting the importance of the public service sectors in providing part-time employment for women living in rural areas.

2.2.5 Employment Change

Figure 2.1a shows the employment change in the rural districts of the eight regions over the 1997-2002 period. Over these five years, an additional 148,689 jobs were created in rural England in these sectors, which is an overall growth of 12.3 per cent. The public services were amongst the fastest growing sectors within rural England over this period since the overall growth in all sectors was 8.3 per cent. Having said this, however, the growth in public service employment in rural England was slightly below that in England as a whole (15.0 per cent) (Figure 2.1b). Although education experienced the fastest employment growth in rural England (22.8 per cent, or nearly 88 thousand additional jobs), this was still slower than the growth in England as a whole (26.0 per cent).

FIG. 2.1a: PERCENTAGE CHANGE IN EMPLOYMENT IN RURAL DISTRICTS 1997 - 2002

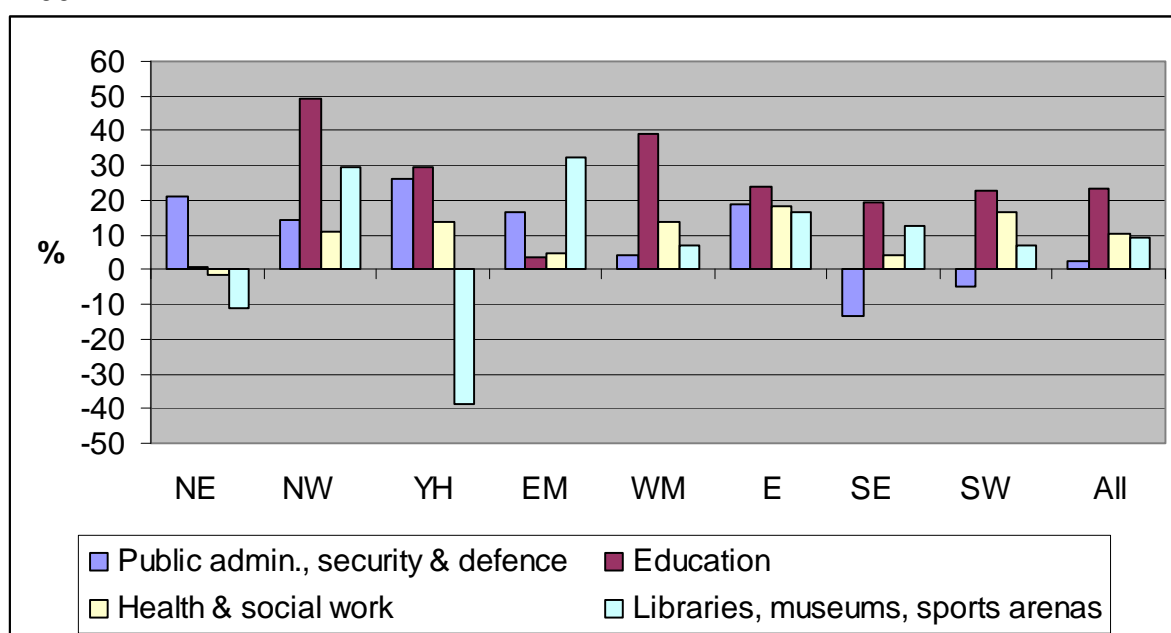
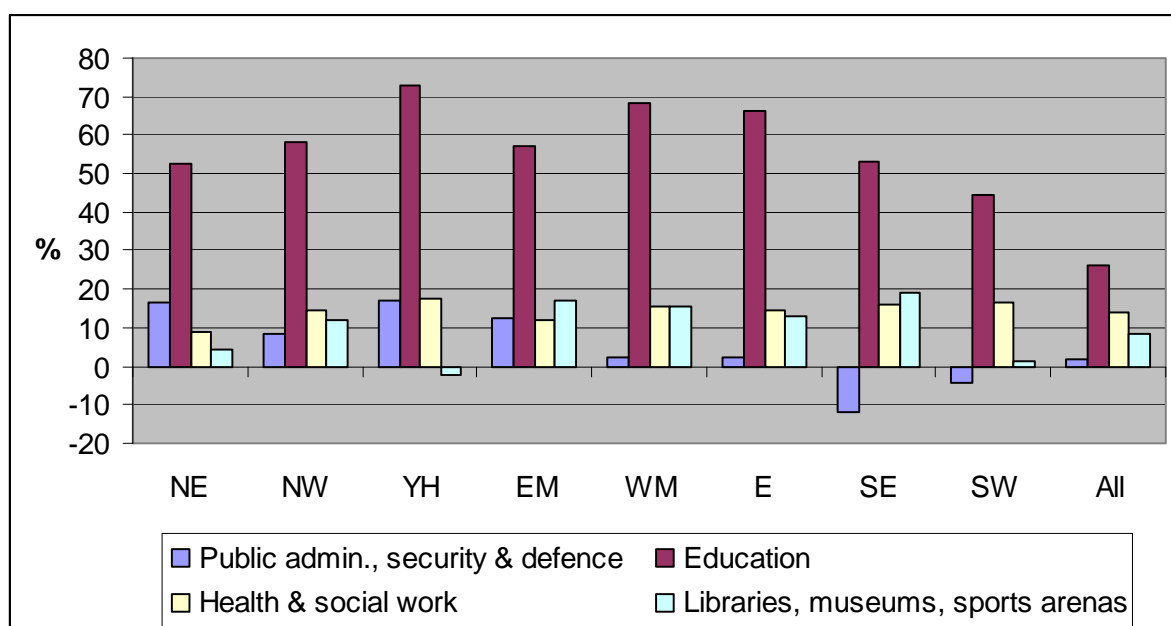


FIG. 2.1b: PERCENTAGE CHANGE IN EMPLOYMENT IN RURAL AND URBAN DISTRICTS 1997 - 2002



There appears not to have been a consistent pattern of employment growth in the public services across rural England. There were some marked differences in the rate of employment growth over the 1997-2002 period between the rural districts in the various regions, the fastest growth in public services employment occurring in the North West (23.6 per cent) and the West Midlands (20.2 per cent) and the slowest growth in the South East (5.1 per cent) and the North East (2.7 per cent). These wide variations between the regions are evident in the employment growth rates of the specific sectors. In the case of 'public administration, defence, and security services', Yorkshire and Humberside experienced a 26.6 per cent growth on the one hand, whereas employment

declined in both the South West (by 4.6 per cent) and the South East (by 13.6 per cent). Similarly in education, employment increased by 49.1 per cent in the North West but by only 0.8 per cent in the North East and in health and social work, the East of England experienced 18.4 per cent growth while employment fell in the North East by 1.7 per cent. The variation in the 'library, museum, and sports activities' sector is even greater, ranging from 32.3 per cent growth in the East Midlands to 38.5 per cent decline in Yorkshire and Humberside.

2.2.6 Changes in the number of employment units and registered enterprises

FIG. 2.2a: PERCENTAGE CHANGE IN THE NUMBER OF EMPLOYMENT UNITS IN RURAL DISTRICTS 1997 - 2002

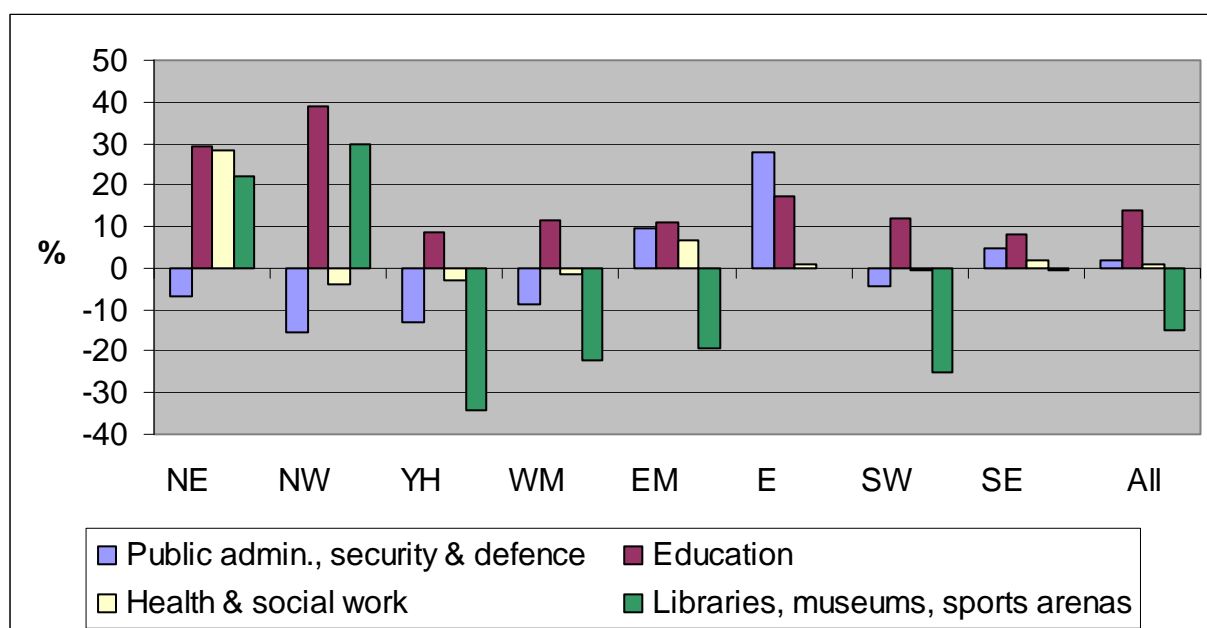
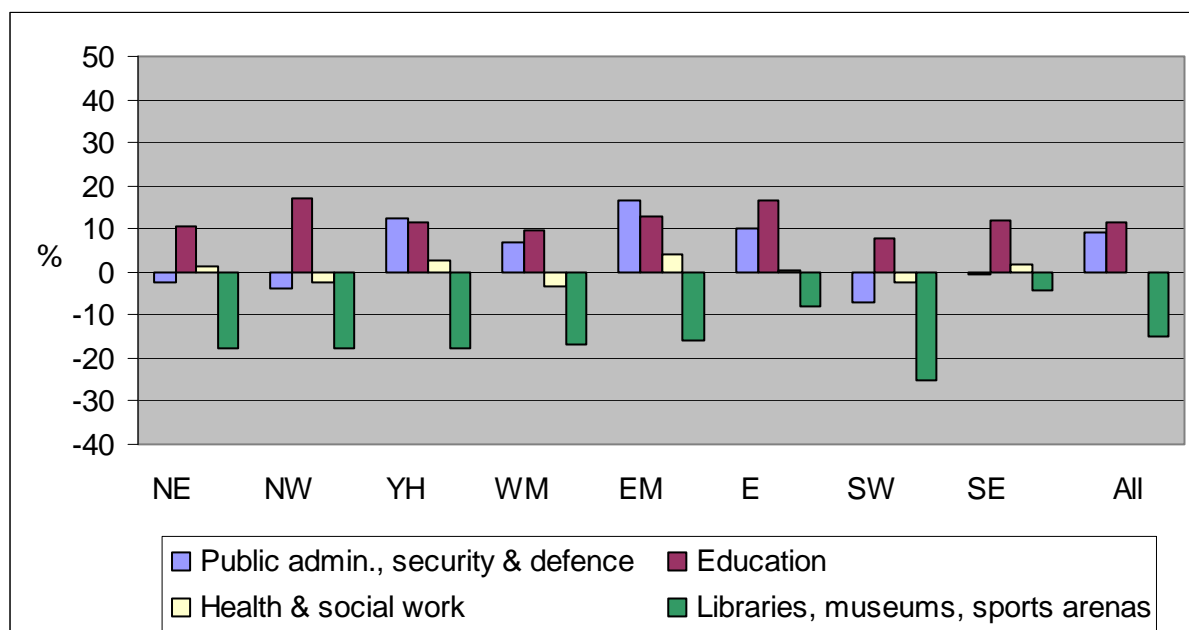


FIG. 2.2b: PERCENTAGE CHANGE IN THE NUMBER OF EMPLOYMENT UNITS IN URBAN AND RURAL DISTRICTS 1997 – 2002



Despite the significant increase in public service employment in rural England over the 1997-2002 period, the increase in the number of employment units has been more modest (3.2 per cent) (Figure 2.2a). Although no different to the rate of growth in England as a whole, it was slower than the 10.9 per cent growth in the numbers of units in all sectors within rural England. This suggests that much of the employment growth has been associated with the expansion of existing establishments rather than the opening of new establishments. However, the slow growth rate overall masks some bigger changes in particular sectors. Thus in education, there was a 13.9 per cent increase in rural England in the number of employment units (1844 additional units) over the 1997-2002 period, which was a faster increase than in England as a whole (11.6 per cent). On the other hand, there was a substantial decrease in the number of units in the “library, museum, and sports arenas” sector (-14.8 per cent) in rural England, although this was no different to that in England as a whole.

TABLE 2.5: VAT REGISTERED ENTERPRISES IN PUBLIC SERVICES IN RURAL DISTRICTS IN 2003

	Rural Districts		All Districts	
	Number in 2003	% change 1998-2003	Number in 2003	% change 1998-2003
Public Admin & Defence	38450	5.4%	125020	2.5%
Education	3010	52.8%	9030	40.7%
Health and Social Work	2785	5.3%	8090	2.7%
All Public Services	44198	7.5%	142140	4.3%

Source: VAT Registration Data

Some indication of changes in the number of enterprises within the public service sectors is provided by VAT registration data. Table 2.5 shows changes in the numbers of VAT registered enterprises in rural districts over the 1998 – 2003 period. It shows that the growth in the number of enterprises in all public service sectors in rural England (7.5 per cent) was above that for England as a whole (4.3 per cent). The highest growth rates are to be found in the rural districts of the East Midlands (11.6 per cent) and South East (9.8 per cent).

Much of this growth can be attributed to the growth in the numbers of enterprises in the education sector where rural England experienced an increase of 52.8 per cent (compared with 40.7 per cent nationally) and all regions experienced an increase of between 45 and 66 per cent over the five year period. In contrast, the pattern in the health and social work sector was more variable, ranging from 22.5 per cent growth in the East Midlands to a 2.6 per cent decline in the North West.

2.3 Geographical distribution of employment

In order to identify concentrations of employment in the various sectors within the rural districts of the eight English regions, we have calculated location quotients at the district level. Two kinds of location quotient have been used. First, we have calculated employment quotients, based on comparing the share of each district's employment in a given sector with that of all rural districts within the region. This enables us to identify those districts which have an above average share (i.e. $LQ > 1$) of employment in the given sector compared with rural districts in the region as a whole. Second, we have calculated employment unit quotients, based on comparing the share of employment units in each district in a given sector with that of all rural districts within the region. Whilst there is invariably a strong association between the two kinds of quotient, it is worth comparing them carefully in order to identify those districts with concentrations of employment in a few large units (i.e. where the employment quotient is significantly higher than the employment unit quotient) and conversely, those districts where there is a large number of small employment units in a sector (i.e. where the employment unit quotient is significantly higher than the employment quotient).

Before considering each region in turn, it is worth making some general observations about the spread of location quotient values within the different sectors. In broad terms, the public service sectors can be grouped into three types. First, there are those which are fairly evenly spread between rural districts. These tend to be the sectors which are providing services to the local population and include primary and secondary education, human health activities, and social work. Second, there is another group of sectors providing services to the local population but where employment tends to be more concentrated at the district scale. This includes public administration and 'library, museum and sports arenas'. And third, there is a group of sectors which are more footloose and where the distribution is most spatially uneven. These are sectors which are providing a regional or national level function or service and are not necessarily serving the local population. They include sectors such as defence and higher education.

Tables containing details of location quotient values for each region can be found in Appendix III. Here, we aim to identify the main "hot spots" in each region.

NORTH EAST

The North East is a relatively small region, with just six rural districts, although in terms of total employment in all sectors, they range from Tynedale with 21585 people employed to Teesdale with 8200. When all the public service sectors are combined, there is relatively little difference between the six rural districts in the shares of employment units with a fairly even distribution across the rural North East. However, there are particular concentrations in higher education, and in defence and public security, and human health.

- Higher education in Castle Morpeth where there is a campus of the University of Northumbria and there is also a Theology College.
- Defence and public security in Castle Morpeth and Alnwick. In Alnwick there is military airbase, RAF Boulmer while in Castle Morpeth is located Her Majesty's Prison Acklington.
- There are three hospitals in Castle Morpeth providing over two-thousand jobs.

NORTH WEST

There are 13 rural districts within the North West region, ranging in terms of total employment from Chester with 69653 people employed to Eden with 20233. When the public service sectors are taken as a whole, Lancaster is the only rural district within the region that stands out as having a significantly above average share of employment. Most districts cluster around the average for rural districts, although Ellesmere Port and Neston has a below average share. Some districts which have average shares of employment, have above average shares of employment units, indicating that employment tends to be dispersed amongst smaller units. This appears to be the case in Copeland and Allerdale.

- Defence and public security in Eden and Chester. In Eden there is the Army Training Estate at Warcop.
- Higher education in Lancaster, due to the University, and in Chester due to the Chester College of Higher Education.
- Health in Lancaster where there is a large NHS hospital as well as a private hospital and Ribble Valley where there is a hospital and other NHS Trust employment in Clitheroe.
- Libraries and museums in South Lakeland and Lancaster. This likely to be attributable to employment in museums and visitor centres in this popular tourist area. As well as the example of the Wordsworth Museum in Grasmere, this sector includes large local employers such as Kendal Leisure Centre.

YORKSHIRE & HUMBERSIDE

There are nine rural districts in this region, ranging in terms of total employment in all sectors from the East Riding with 111480 people employed to Richmondshire with 14361.

When the public service sectors are taken as a whole, Hambleton and East Riding of Yorkshire have the largest employment shares relative to rural districts within the region as a whole. Selby has the lowest relative share. Concentrations of particular sectors include:

- Public administration in East Riding and Hambleton. Major employers in this sector are found in Goole, Bridlington and Great Driffield.
- Defence and public security in Richmondshire due to the Catterick military base
- Higher education in Craven district due to the large number employed in Craven College.
- Social work and care in Scarborough, suggesting people are attracted to using the services because of its location and history as a tourist destination. The vast majority of organisations employed in this sector are small and employ only a small number of staff. However, despite the small character of these organisations, the large number of them ensures that total employment in this sector is important to the area. There are a large number of care homes in the area, with particularly large numbers found in the coastal resorts of Whitby, Scarborough and Filey.

WEST MIDLANDS

There are 13 rural districts in this region, ranging in terms of total employment in all sectors from 65886 people employed in Herefordshire to 12159 in South Shropshire. When the public service sectors are taken as a whole, Shrewsbury and Atcham is the only rural district within the region that stands out as having a significantly above average share of employment . Most districts cluster around the average for rural districts, although two districts in particular have below average shares: North Warwickshire and Stratford-on-Avon. Concentrations of employment are found in public administration and higher education:

- Public administration in Shrewsbury and Atcham as it is the county town of Shropshire (Shrewsbury and Atcham Borough Council).
- Higher education in Shrewsbury and North Shropshire. North Shropshire College has a large site in Shrewsbury.

EAST MIDLANDS

There are 20 rural districts in this region, ranging in terms of total employment in all sectors from South Kesteven with 46006 people employed to Rutland with 12573. When the public service sectors are taken as a whole, Rushcliffe and Derbyshire Dales have the largest employment shares relative to rural districts within the region as a whole. Most districts cluster around the average for rural districts, although two districts in particular have below average shares: North West Leicestershire and South Holland.

- Public Administration in Rushcliffe and Derbyshire Dales. District and County Council offices based in Matlock make a significant contribution to local employment in Derbyshire Dales.
- Defence and public security in Rutland and North Kesteven. An example of a major employer is the military base at RAF Cottesmore.
- A number of colleges offering higher education courses, provides Rutland, Boston and Daventry with a high concentration of employment in the Higher Education sector. For example, Boston College of Further and Higher Education and Mouton College which specialises in land based, construction and furniture industries.
- Health in Boston and Bassetlaw. Important health sector employers in Bassetlaw include Bassetlaw Hospital (Worksop) and Rampton Hospital situated in rural Retford.

EAST OF ENGLAND

This region includes 22 rural districts, ranging in terms of total employment across all sectors from Huntingdonshire with 64744 people employed to Mid Bedfordshire with 18776. There is a fairly even spread of public service employment throughout the rural districts, although the districts with the highest relative shares of employment and employment units are all within Norfolk: South Norfolk; North Norfolk; and King's Lynn. This would seem to emphasise the important contribution of public services employment in the remoter rural areas of the region. High concentrations of employment are found in three sectors:

- Defence and public security in Huntingdonshire, Fenland, St Edmondsbury and Forest Heath. The latter district also contains the US military bases of Lakenheath and Mildenhall.
- Higher education in Mid Bedfordshire (Cranfield University), South Cambridgeshire and Fenland. Employment in these areas is connected with Cambridge University (for example Girton College), Anglia Polytechnic University and a number of Colleges and outreach centres which offer higher education courses.
- Veterinary activities in Forest Heath due to the horse racing cluster around Newmarket
- Social care and work activities in Tendring and North Norfolk. This is associated with the clustering of residential care homes in coastal resorts such as in Cromer, North Norfolk and Clacton-on-Sea, Tendring.

SOUTH WEST

There are 31 rural districts in this region, ranging in terms of total employment across all sectors from 61554 people employed in South Somerset to 1009 in the Isles of Scilly. When the public service sectors are taken as a whole, West Dorset, Kennet, Carrick, and Taunton Deane have the largest employment shares relative to rural districts within the region as a whole. Most districts cluster around the average for rural districts, although two districts in particular have below average shares: East Dorset and Tewkesbury.

- Public Administration in Teignbridge which includes Teignbridge District Council.
- Defence and public security in Kennet, Purbeck and West Dorset. There are a large number of military bases in the South West. For example, within the district of Kennet alone there is an ordinance depot at Ludgershall which is responsible for servicing of military vehicles and includes an army medical equipment depot, a military airfield at Netheravon (base of the Army Parachute Association), Tidworth Barracks, and RAF Upavon which is the now an army headquarters. The army camp at Bovington, Purbeck provides a large number of jobs and has an impact on other sectors of the economy related to tourism via the connection with Bovington Tank Museum.
- Higher education in Forest of Dean, Carrick, North Wiltshire, and West Wiltshire. Within the district of the Forest of Dean is the Royal Forest of Dean College and Hartpury College which both offer higher education courses. In North Wiltshire there is Bath Spa University College at Corsham and Wiltshire College with campuses at Chipenham, Calne and Coresham. Wiltshire College also has a site at Trowbridge in West Wiltshire. In Carrick there is Falmouth College of Art, Truro college and in 2004 Cambourne School of Mines (part of Exeter University) will be opening a new

campus at Tramough, Penryn outside Falmouth. The Tramough campus is owned jointly by Exeter University and Falmouth College of Arts and is funded by the Combined Universities in Cornwall initiative.

- Human Health in Carrick and West Dorset. In Carrick, there are two large hospitals: the Royal Cornwall Hospital at Truro; and Falmouth Hospital.

SOUTH EAST

There are 31 rural districts within this region, ranging in terms of total employment across all sectors from 82594 in Wycombe to 24196 in Rother. When the public service sectors are taken as a whole, Winchester, Lewes, Canterbury, and Thanet have the largest employment shares relative to rural districts within the region as a whole. Most districts cluster around the average for rural districts, although two districts in particular have below average shares: West Berkshire and Wycombe. Significant concentrations of employment are found in the following sectors:

- Public Administration in Lewes, Dover and Winchester, due to their status as administrative centres. Local government (Lewes District Council, Dover District Council and Winchester County Council) provides a significant source of jobs in these areas.
- Defence and public security in Winchester, Cherwell and Maidstone. Winchester is host to several military installations, mainly related to training activities. Notable ones include Worthy Down Camp, the Sir John Moore Barracks and HMS Dryad. Winchester is also the location of the Regimental Headquarters of the Light Infantry, the Royal Green Jackets and the Princess of Wales Royal Regiment, as well as the location of the Army Training Regiment.
- In terms of public security activities, the headquarters of the Hampshire Police Constabulary are based in Winchester, as well as Winchester Combined Court Centre, and the Hampshire Fire and Rescue Headquarters at Eastleigh. Maidstone is the location for Kent Police Regional Headquarters as well as the base for Kent Fire and Rescue Services with its training centre also in the area. There are also prisons at Winchester and Maidstone.
- Higher education in Canterbury with Kent University and Christchurch College Canterbury. In Chichester there is a concentration of employment in higher education associated with Chichester College
- Social care and work in Arun, Isle of White, Thanet, and Vale of the White Horse. Thanet District is a coastal resort. Its attractive environment makes it an ideal setting for the establishment of residential homes for vulnerable groups from within the region. There are over 100 nursing and residential homes in Thanet. Also, Kent County Council, Age Concern, Thanet Mind, Thanet Day Opportunities Centre and Relate are major employers in the provision of non-residential social work activities. In Arun there is also a large number of residential homes distributed across the District but with particularly large concentrations in the coastal resort of Bognor Regis. The organisations are typically small, almost all employing fewer than 50 staff. Nevertheless, the large number of these organisations together provide an important source of employment and demand for local goods and services. It is a similar story on the Isle of Wight, with a large number of small organisations in the “social work activity with accommodation”. On the Isle of Wight, there are concentrations of residential care homes in Newport, Carisbrooke, Ryde and Cowes.

Chapter 3

Key issues and strategies affecting the public service sectors

CHAPTER SUMMARY

Public Administration

- Central government posts tend to be concentrated in urban areas with one third in London and the South East, although there are also concentrations in the North East and South West.
- The Lyons review recently made recommendations concerning moving parts of the civil service out of the South East.
- The proportion of women in central government is only 46 per cent compared to 70 per cent for local government.
- Local government is more likely to employ rural people and employees are more likely to be drawn from local areas than other sectors. They play a key role in delivering rural services and sourcing from rural areas, although only recently have efforts been made to measure their economic impact.
- Surveys have found that there are considerable recruitment and retention problems within local authorities for professional posts.
- Salary levels are lower than other sectors and the rate of salary increases have been lower than for other public sector workers.
- A key trend over the past two decades has been the shift towards using private sector contractors and contracting-out some services.

Defence police and fire services

- Defence employment is often concentrated in rural areas and therefore is an important player in these particular areas. However, the extent of its contribution is unknown and there is growing pressure within the Ministry of Defence to reduce the number of sites being used. This may result in concentration in core sites especially in the north of England where recruitment is greater.
- There has been a trend for greater private sector involvement, particularly for support workers and engineering.
- Police numbers are rising nationally with added employment from Community Safety officers and Parish Wardens.
- Pay levels tend to be higher than for other public sector workers with officers progressing to higher salaries quickly.

- The fire service employs 33,000 full-time fire fighters and 18,000 retained or part time employees. Most rural fire fighters are in the latter category, who are paid a retaining fee and then an amount for each call out. Education.

Education

- There are about 1.3 million people employed in education, of which about one third are teachers. Others involved in education include the 384,000 in higher education, 400,000 in further education and 270,000 in community based learning.
- In rural areas, most education employment is found in primary schools, although many primary schools are under threat because the changing demographics of rural communities.
- Recruitment problems are found in all parts of the education system.

Health

- The health sector employs 1.5 million people with numbers growing rapidly. Rural areas have employment in small hospitals, general practitioners and social care.
- There is concern that centralisation of services is leading to concentrations of specialized services in urban based hospitals, while at the same time putting greater demands on GPs and now nurse practitioners.
- Recruitment difficulties are found in rural areas due to the small labour pool.
- The impact of the health service through its procurement has not been assessed in the past, although there is growing interest in promoting local, environmental and healthy food sourcing policies.

Social care

- The social care sector employs 836,000 people with 80 per cent having no qualifications and 40 per cent employed by local authorities.
- 85 per cent of the work force is female with a majority working part-time in lower paid jobs, although the lowest wages increased with the introduction of the National Minimum Wage.
- Recruitment is problematic because of low wages and competition for recruitment from other organisations and businesses.
- There is a trend towards home care which entails greater costs in rural areas.
- There are 274520 employed in childcare with 98 percent being women, although the provision in rural areas is lower than urban. The sector is growing rapidly due to changes in women's work patterns and public policy to support childcare and early education.

3.1 Introduction

Having presented an overview of the structure and trends in public services employment in rural England, this chapter focuses upon the nature of employment and some of the key issues that are influencing future employment in each of the public service sectors. The aim will be to highlight key trends, strategies, and policies which are shaping these sectors at the national level and wherever possible, to consider the implications for rural areas in terms of employment levels, recruitment, skills and training, working conditions and wage levels, and procurement policies that affect rural businesses. The issues explored in this chapter provide the background context against which more detailed examination of their impacts on rural areas is made in subsequent chapters.

This chapter is based largely on interviews which were held with 15 key people representing particular sectors, including a mix of employer and trade union representatives. Most of these key informants had national or regional responsibilities, as it was rare to find someone whose responsibilities related specifically to rural areas. In addition to these interviews, the chapter also draws upon existing literature relating to generic issues and trends within the sectors, including a few studies that consider the impact that these sectors have on rural economies.

The chapter examines the issues and trends according to the following sectors in turn: public administration; defence, police and fire services; education; health activities; social care; child care; and veterinary activities.

Figure 3.1 shows the number of jobs and the proportion of total employment accounted for by the sectors covered by this study (defined at the SIC 3 digit level), comparing rural England with England as a whole. Figure 3.2 shows the changes in employment that occurred over the 1997-2002 period in each of the sectors, again comparing rural England with the country as a whole. Table 3.1 provides national level data on hourly earnings in each sector (equivalent data for rural areas being unavailable). We will draw upon the information in these tables when discussing each of the sectors.

Fig 3.1 Employment in Public Services Sectors in 2002

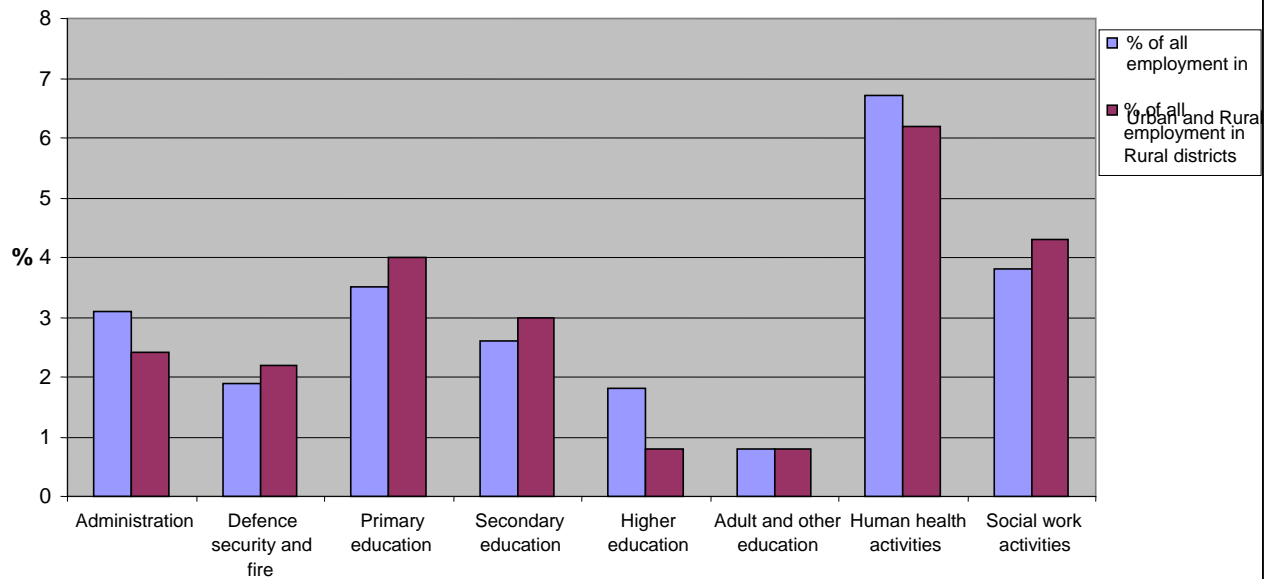


Fig 3.2 Employment Change 1997-2002

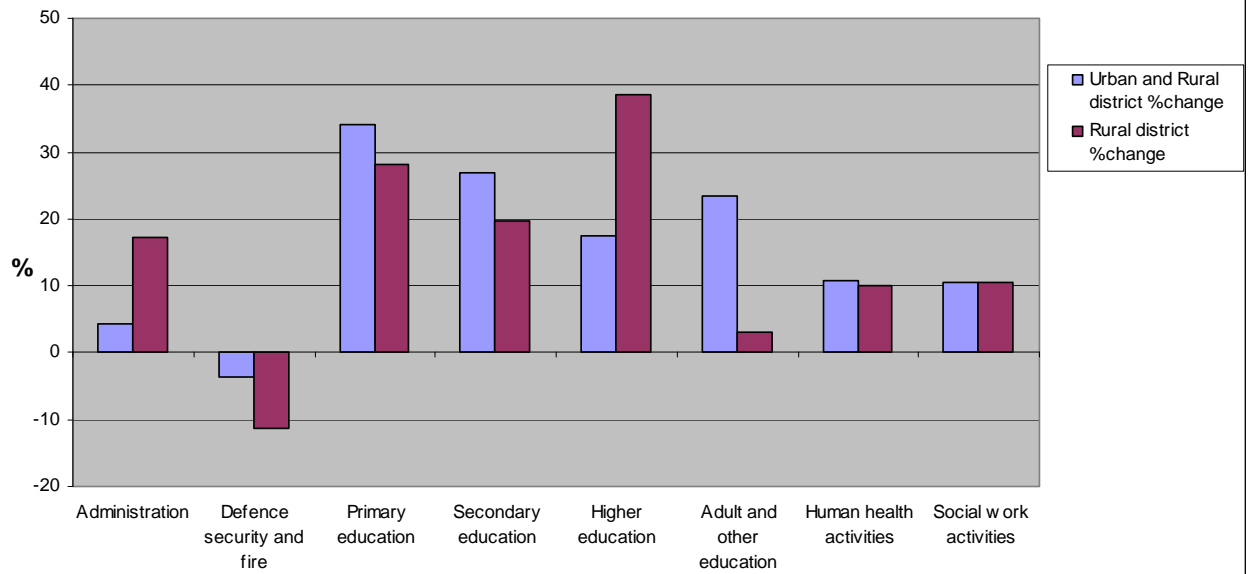


Table 3.1: HOURLY EARNINGS IN PUBLIC SERVICE SECTORS

Sector	Average hourly rates £	Average hourly female rates £	Women earnings as a percentage of national average
PUBLIC ADMINISTRATION AND DEFENCE, SOCIAL SECURITY			
Administration	11.44	10.59	93%
Defence, security and fire	12.60	10.44	83%
social security activities	8.54	8.19	96%
EDUCATION			
Primary education	13.14	12.85	98%
Secondary education	13.10	12.24	93%
Higher education	13.99	12.31	88%
Adult and other education	12.76	11.21	88%
HEALTH AND SOCIAL WORK			
Human health activities	11.93	10.64	89%
Social work activities	9.40	8.67	92%
OTHER			
Sewage and refuse disposal, sanitation and similar activities	9.30	9.50	102%
Library, archives, museums and other cultural activities	10.72	10.49	98%

Source: New Earnings Survey 2003

3.2 Public administration

Public administration accounts for 2.4 per cent of total employment in rural England, which is slightly lower than its contribution nationally (2.7 per cent) (Figure 3.1). There was a 15 per cent increase in public administration employment in rural England over the 1997-2002 period, resulting in almost 18,000 additional jobs, this being above the increase nationally (5 per cent) (Figure 3.2).

3.2.1 Central Government

One third of all civil servants are located in London and South East (Lyons, 2003), although there are also concentrations in the North East and South West (Marshall et al, 2003). However, these tend to be lower paid jobs. The balance of civil service employment across regions is an issue currently being considered by policy makers drawing on the implications of the Lyons Review into Public Sector Relocation out of London and the South East (Lyons, 2003). Relocation can impact positively on the local economy through jobs created and multiplier effects as well as negatively on those locations losing jobs and there is evidence to indicate that the public sector tends to be a more important driver of local and regional economies in terms of

percentage of local jobs and regional GDP outside London and the South East (Joseph Rowntree Foundation, 2003). There is no specific relocation policy for rural areas in England although it is interesting to note that a dimension of the Scottish Executive's relocation policy does focus on 'smaller and more remote communities' (Scottish Executive, 2004).

The contribution of this sector to rural areas depends on the types of jobs present and the pay levels. In the past public sector pay increases have tended to be counter cyclical and lagging behind private sector pay, with the private sector increasing pay in an economic upturn and then public sector pay catching up in a recession (LGPC, 2003). Compared to the private sector, the public sector has a smaller difference in wages between the highest and lowest. Women comprise a smaller proportion of central government than local government employment (46 per cent compared to 70 per cent) (Tamkin et al, 2000). There is a gender gap in terms of wages in the public administration sector (Table 3.1), although this has been declining (LGPC, 2003). Studies of salary levels have also found that women in the public sector earn more on average than women in the private sector.

3.2.2 Local Authorities

Local government is invariably one of the largest employers at the district scale and has an important impact on local economies, as employees in local authorities are more likely to be drawn from local residents than in other sectors (Foley, 2002). It is also recognised that through the funding of various services, local authorities indirectly contribute to the economic contribution of the childcare, leisure and social work/care subsectors (LGA, 2003). Furthermore local authorities are the largest funder of the voluntary and community sector, providing £1.1 billion in England in 2000 (LGA, 2003).

Local authorities are also considered to be particularly important in terms of supporting the regeneration of deprived areas (House of Commons Select Committee-Education and Employment, 2000). However, rural local authorities have complained about the lack of funding compared to urban areas because of the hidden nature of rural deprivation (LGA, 2003).

In rural areas, local authorities include both district and county councils. Their remit can vary although the Haskins Report calls for greater devolution of responsibility to local authorities (from DEFRA nationally) for delivering rural schemes and services (Haskins, 2003). This could result in greater employment in local authorities, although Lowe et al (2004) comment that much of the delivery of services is already at a local level. The Haskins report also recommends a simplification of other rural strategies and schemes based on the finding that one region had 70 regional or sub-regional strategies (Haskins, 2003).

Nationally, employment in local government has been increasing, particularly in social work and care, environmental health and planning but constraints are reported in terms

of terms of recruitment and retention. A survey of 273 senior officers found that 87 per cent of councils reported retention and recruitment difficulties, leading to the privatisation of services in some cases (UNISON, 2003). The problem has been most acute for planning officers, environmental health officers, social workers, finance officers, IT workers and chief officers. The pressure of this situation results in a reduction in service availability, lower morale, high turnover of staff and hiring of staff without appropriate qualifications. The survey also reported that 45 per cent of respondents felt that local government is not seen as offering attractive careers because of the way it is presented by politicians and media. The lack of people in training was also noted (UNISON, 2003).

UNISON reports that women's employment is concentrated in part-time work and in the lower paid areas of the local government employment. Recent studies have shown that 59 per cent of part-time women in local government are in the bottom five salary points (less than £11,700) and 34 per cent in the bottom two salary scale points (less than £10,500) (LGPC, 2003). Men are more likely than women to be found in specific manual jobs where they can rely on overtime and bonus payments to increase their salaries; for example, road workers earn up to 25 per cent of their salary in this way. However only 7 per cent of women receive these payments compared to 57 per cent of men (LGPC, 2003).

There are a wide range of salary levels in local government based on occupational class and location. Although there is a single scale of pay spines, in areas of higher living costs, there are locally developed grading systems so employees can be placed higher up the spines than people doing similar jobs in areas of lower living costs (LGPC, 2003). Thus in accessible rural areas, with high housing costs, local government salary levels can be higher (UNISON, personal communication).

Over the past five years, pay increases in the local government sector have not kept pace with those in the rest of the public sector (LGPC, 2003). The introduction of the National Minimum Wage did not have a direct impact on local authority employees as all are paid above that rate. However, there has been a greater impact on sub-contractors, resulting in a narrowing of the gap between local authority provided services and the costs of services provided by third parties (Low Pay Commission, 2003).

The number of employees in some parts of local authority activity have dropped dramatically as services have been contracted out. This increase in private sector involvement is associated with policies of Compulsory Competitive Tendering, benchmarking and 'Best Value' Approaches comparing services against private sector provision (Foley, 2002; LGPC, 2003). For example, now a large proportion of all cleaning is carried out by the 'big five' cleaning companies. There has also been an increase in the use of Public Private Partnerships for back office functions and ICT projects. This has had an impact on local economies as shown in a survey by UNISON which found 90 per cent of contractors to be offering lower pay and working conditions for new employees compared to previous conditions (Foley, 2002). However, the Local Government Act of 2000 and other regulations, now allow local authorities to include work force conditions and pay rates in their assessment of 'best value', rather than concentrating purely on price.

3.3 Defence, police and fire service sectors

This is an important sector in rural England, both in absolute and relative terms. Over a quarter (29 per cent) of national employment in this sector is in rural areas, amounting to some 119 thousand jobs. The sector comprises 2.2 per cent of total employment in rural England compared with 1.9 per cent in England as a whole (Figure 3.1). However, rural England is being hit by the decline that has been occurring in defence and security employment; as shown in Figure 3.2, employment fell by 11.4 per cent in rural England between 1997-2002 compared with 3.7 per cent nationally.

3.3.1 Defence

There are 204,000 military personnel and 90,000 civilians working for the armed forces (Lyons, 2004). While this is small in comparison to other public sectors such as health, its impact is significant on rural areas because of the isolated nature of facilities and local employment. According to the interviewed MoD representative, the MoD's own estimate of the local economic impact of its establishments is a multiplier value of 1.35, although the basis on which this figure is derived was unclear. Furthermore, the defence sector uses or controls approximately two per cent of the UK land area (497,000ha), predominantly for training purposes (Woodward, 1999), although it owns 240,000ha (MOD, 2004). The extent to which this supports local economies or excludes local enterprises from opportunities is debatable, as are the environmental impacts (Owens, 1990; Council for National Parks, 1993; Countryside Commission, 1994). The Ministry of Defence has a strategy for the Defence Estate that considers relationships with local communities and other groups wanting greater access or attention to conservation (MOD, 2004). The majority of rural training areas are in the north of England and Wales, the exceptions being Dartmoor and Salisbury Plain.

Since 1990, employment in armed forces has been cut by one third (ONS, 2003) but numbers are fixed by the Strategic Military Defence Review. At present there is a policy to reduce the number of sites, particularly smaller ones (MOD, 2004). A 'Core Sites Review' claimed that many were considered to be under-utilised, the size of the Defence Estate was 'unsustainable' and there was a need to concentrate on larger sites, combining different parts of the armed services on single sites. In response to the Lyons review, core sites have been identified and announcements will be made of the other sites over the next 2-5 years. However, closures in rural areas have a disproportionately large impact on local economies, and for this reason the MoD has instigated 'Regional Impact Assessments' and 'Integrated Policy Appraisals' to ensure that reduction of sites by different parts of the MoD does not jeopardise the economy of particular regions (MoD, personal communication).

There is a trend to increase the amount of training, garrisons and barracks in the north of England as this is an important recruiting ground and people can be based nearer their homes. Over the past decade there has been an increase in 'contractorisation' of former full time staff positions, with efforts made to ensure that staff transferred to private organisations have conditions based on Transfer of Undertakings (Protection Of Employment) Regulations (TUPE). For example, according to the interviewed MoD representative, the servicing of helicopters is now carried out by private firms that bring

highly skilled people into rural areas such as south Cheshire and Middle Wallop in Hampshire, and property maintenance is carried out by independent businesses. In recent years there was a decline in civilian employment although this has now been reversed with the greater demands placed on front line troops.

In recent years, greater attention has been paid to developing better relationships with local communities and making more use of local businesses, including local sub-contractors. All RAF stations now have community relations officers and MoD policies and programmes are put through a 'sustainability appraisal' that considers opportunities for local procurement, jobs and training.

3.3.2 Police

The impact of police on rural economies has declined as the number of police stations has been reduced and replaced by a combination of mobile stations serving rural areas and 'support' officers, such as community safety officers and parish wardens. Nationally, there has been an introduction of 2500 Community Support Officers to increase levels of visible policing and strengthen links with local communities (Home Office, 2003).

There are 132,000 police officers in England and Wales with numbers increasing following a 25 per cent increase in funding between 2000/1 and 2003/4 (Home Office 2003). Pay increases are lower than national averages for all other sectors between 1993 and 1999, although spending controls on pay have been relaxed since 2000 (IDS, 2002b). Compared to other public sector employees, police officers can progress to higher salaries at a faster rate than other professions. After five years of employment, police officers can expect a salary of £31,000 compared to £21,600 for nurses. Recent pay reforms have resulted in increasing pay mainly by shortening the time taken to reach higher pay scales. However, this reform has been attached to curbs on overtime payments (IDS, 2002a).

3.3.3 Fire Service

There are approximately 33,000 'whole time' and 12,000 'retained' fire fighters in 2001 and employment in the fire service has been relatively static for the past 20 years (Independent Review of the Fire Service, 2002). Only 1.7 per cent of operational staff are women and 1.8 per cent are from ethnic minorities.

In the UK, around 60 per cent of appliances are crewed by retained firefighters and they predominate in rural areas. They are paid a retaining fee of £1800 per annum and a fee for each call out. They need to combine this work with other flexible employment and have to live and work within five minutes of the fire station. At present the Fire Service is 20 per cent below its complement because of recruitment difficulties which are attributed partly to a lack of knowledge of these jobs and partly to a lack of local labour in many rural areas caused by societal change in small towns and villages (Independent Review of the Fire Service, 2002).

Recent Trade Union action has stressed the need for higher wages, with employers wanting reform of services in order to relocate some jobs and reallocate resources between different types of jobs (Independent Review of the Fire Service, 2002).

3.4 Education

As mentioned in the previous chapter, education is the second largest of the public service sectors in rural England, employing 465,000 people in 2002 which accounts for nearly nine per cent of total employment. Primary education accounts for 215,000 jobs in rural England, and secondary education a further 163,000. Employment in these subsectors increased by 28.1 per cent and 19.7 per cent respectively over the 1997-2002 period, although these rates of increase are slightly less than those in England as a whole (Figure 3.2).

There are a further 90,000 jobs split equally between higher education and adult and other education in rural England. Higher education employment grew twice as fast over the 1997-2002 period in rural areas than it did nationally, creating an additional 12,000 jobs, whereas the growth of adult education was much slower in rural areas (Figure 3.2).

3.4.1 Schools

In England there are 1,335,000 working in schools of which 438,800 are FTE teachers in the maintained sector, split equally between secondary and primary/nursery schools. There are also 225,300 support and administrative staff (National Employers Organisation for School Teachers, 2003). Private education is growing with a survey of 242 schools reporting that 42 per cent had experienced growth in employment compared to a national average of all firms of 25 per cent (FSB, 2002).

There has been an increase in the number of teachers although there are considerable recruitment problems particularly for science and maths (LSC, 2002). In an attempt to increase staff retention, school teachers can now progress up their pay scales at a faster rate therefore getting a higher salary in a quicker time compared to other public sector employees (IDS, 2002a). There has also been an increase in the proportion of teachers working part-time. As Table 3.1 shows, the average hourly rates of pay in primary and secondary education are higher than those in most other public service sectors and women's earnings are close to the national average in primary education, but several percentage points below in the case of secondary education.

Turning to rural England, there have been threats to public sector funded schools in those communities where the number of children declines. This is happening in many areas as the demographics of rural communities shifts towards the elderly. There has been a national policy to retain small schools as the Department for Education and Skills considered them to be a vital focus for rural communities (LGA, 2000), although this policy is now coming under pressure (Countryside Agency, 2003a). Policy announcements have stated that schools failing to fill 75 per cent of their places could be closed or told to offer other community facilities. The costs per pupil rise dramatically when numbers fall below 90 and so small schools are more dependent on additional funding. Critiques of this policy point out that school rolls can fluctuate dramatically over a 10 year period (Seton-Anderson, 2004).

Small schools also face more recruitment difficulties than larger schools due to their isolation and lower salaries for senior staff compared to their counterparts in larger schools. Training can also be limited as they have less spare teaching capacity and so have higher costs of supply cover (LGA, 2000)

Following the Extended School Programme introduced by the 2002 Education Act and increased government funding, there has been an increase in pre-school, after-school and holiday care, although many rural areas are under-provided for in these respects (Countryside Agency, 2003a). This potential growth in employment opportunities has been constrained by recruitment difficulties as rural areas have a smaller pool of trained staff from which to draw.

3.4.2 Further and Higher Education

Higher education employs 403,000 people in England of which 33 per cent are teachers with the rest being managerial and support staff. The Further Education National Training Organisation estimates that there are around 400,000 staff in the sector of whom 56 per cent are lecturers or teachers (FENTO, 2001). Community Based Learning and development sector has 270,000 paid employees and an estimated one million working in a voluntary capacity (Paulo NTO, 2001). This sector includes community based adult education, community education, community work, parenting education and support, and youth work. Numbers are rising because of regeneration initiatives (Paulo NTO, 2001).

One of the main problems facing further education nationally is a shortage of qualified staff with 12 per cent of course and programme managers and 28 per cent of part time staff not having teaching qualifications. Retention problems and shortages of staff are reported in IT, engineering, construction, accounting and course management (FENTO, 2001). According to the interviewed representative of the Learning and Skills Council, this can be attributed to low pay levels compared to the private sector and a lack of professional identity. Further education colleges are frequently found to be setting their own pay agreements, irrespective of national agreements. Despite the large proportion of women employed in the further education sector, their earnings are only 88 per cent of the national average (Table 3.1). There has also been an increasing reliance on part-time teachers in further education.

In addition to their employment contribution, universities are expected to have a growing role in stimulating regional and local economic development, in rural as well as urban economies (Charles, 2003; Glasson, 2003; Lawton Smith, 2003). In particular, universities have become important ingredients of regional cluster strategies especially in relation to promoting hi-tech and knowledge based clusters. This occurs through attracting inward investment because of a skilled labour force and R and D facilities. For example Yorkshire Forward regional development agency reports that Boeing has invested in South Yorkshire because of a partnership with the University of Sheffield (Yorkshire Forward, 2001). Universities can also help to stimulate local business activity through the creation of spin-out companies. Higher and further education institutions also have the potential to contribute to local economies through their purchasing policies.

3.5 Health and Social Care

3.5.1 Human Health

Human health is the largest of the public service sectors in rural England, providing around 334,000 jobs and accounting for 6.2 per cent of total employment, which is

about the same as its contribution to total employment in England as a whole (Figure 3.1). The rate of employment growth within rural areas is also similar to that nationally, this being 10 per cent over the 1997-2002 period (Figure 3.2). An additional 30,000 jobs were created by this sector in rural England over this five year period. Given the government's present expenditure commitments for the NHS, health sector employment is likely to continue to expand over the rest of this decade. In the North West region, for example, a 37 per cent increase in expenditure and investment is planned between 2002/3 and 2007/8, creating 12,000 new health care jobs (Machin, 2002).

Rural health services include a small number of hospitals, general practitioners, and social and residential care (discussed separately in the next section). According to the interviewed representative of the Rural Health Forum, rural health workers are required to be more experienced than their urban counterparts because they often have to work in isolation. This can result in higher staff costs, adding to financial pressures as funding is linked to local population and the local wage profile for all jobs. The provision of health care in rural areas with low population densities and small settlements is more costly per capita than in urban areas where there are scale economies (Doeksen and Schott, 2003). The turnover of staff also tends to be lower in rural areas, largely because there are fewer health sector employers competing for staff than in urban areas.

The Government's health reforms are affecting rural health care provision in a number of ways. First, there is a concern that with the increased centralisation of health services, additional investment will not be spread evenly across urban and rural areas as more treatment and health care becomes concentrated in the larger urban hospitals and 'centres of excellence' where there are economies of specialism and more opportunities for training (Potter, 2002; Rural Health Forum, personal communication). Most of the former rural 'cottage' hospitals have now been closed or transferred to the private sector. Second, over the last two years there has been devolution of responsibility to Primary Care Trusts that now control three quarters of the NHS budget. With more PCT control there is greater opportunity to combine services such as health and social care, although there is some evidence that the centralisation of services within each PCT is resulting in the closure of some branches and increased reliance on outreach services (Countryside Agency, 2003a). And third, the new contract for General Practitioners is likely to increase the use of nurse practitioners to carry out more primary care in rural areas, with GPs carrying out more routine surgical procedures (Countryside Agency, 2003a). The difficulty in accessing NHS dentists in rural areas has also been reported (Countryside Agency, 2003a).

At the national level, the expansion of the health sector has led to serious recruitment problems. The National Employers Skills Survey (LSC, 2003) found that Health and Social Work had the highest share of all vacancies, with 4 per cent of potential positions being vacancies. This can be attributed to inadequate numbers of people with existing skills, low interest in the job and low pay relative to other sectors. The NHS has been resorting to the international recruitment of nurses and doctors in order to try and address the staffing gaps.

Rural areas have not escaped the growing recruitment and retention problems. This is particularly acute for General Practitioners who are concerned to take on single handed practices on their own, an issue that is also identified in the survey (see chapter 5). A survey of rural PCTs found that recruitment difficulties were frequently linked to the lack

of employment opportunities for partners of staff, particularly if they were health professionals wanting a commensurate post (Rural Health Forum, personal communication).

As well as its contribution to employment, the health sector can contribute to local economies through its procurement policies as the NHS buys goods and services worth £11bn each year, including £500m on food (Coote, 2002). Attempts to increase local sourcing face barriers in the form of large national contracts and European legislation to safeguard fair competition (Coote, 2002; Morgan and Morley, 2003). However, there is potential to encourage more local food sourcing from rural areas through specifying quality considerations and encouraging smaller firms to compete for NHS contracts (Harrison, 2002; Morgan and Morley, 2003). The Department of Health is attempting to encourage improved diets and some RDAs (such as EEDA) have projects to encourage greater local sourcing by NHS and other public sector organisations (EEDA, 2002)

Various studies in the US have suggested that good health services play a role in improving 'quality of life' factors and therefore in attracting and retaining retirees and businesses whose spending will benefit local economies (Lazarus and Nelson, 2002; Doeksen and Schott, 2003). It has been suggested that the quality of health services may be a factor in attracting more wealthy retirees to rural areas and therefore bringing income into the local economy (McNamara, 2003). In the UK, the average age of the population in rural areas is eight years older than in urban areas. This disparity is mainly due to the migration of individuals, who are close to retirement, to rural areas. These are often active people with high levels of human capital, who can make a substantial contribution to a rural community.

No studies on the impact of the health sector on UK rural economies were found as part of this review, although there have been a number of studies in the US. For example, a study in Oklahoma found that there was an income multiplier of 1.47, indicating that for each dollar spent in the health sector, an additional \$0.47 were created due to business (indirect) and household (induced) spending (Doeksen and Schott, 2003). They also suggested that lower paid health employees are more likely to spend a higher proportion of their income locally. A similar study in Minnesota reported a multiplier of 1.49 (Lazarus and Nelson, 2002) while a study in rural Indiana reported multipliers of between 1.16 and 1.34. These studies therefore suggest that for every 1 million pounds spent on rural health services, a further 200 to 500 thousand pounds of income will be generated indirectly for rural economies through the spending of health sector employees and the purchasing of local goods and services.

3.5.2 Social care

Nationally, the social care sector employs 836,000 people, local authorities employing 40 per cent of care workers with the rest being employed in the private and voluntary sectors (Peto et al, 2001). Women make up 85 per cent of the workforce, just under two thirds of whom work part-time (Low Pay Commission, 2003).

Around 233,000 people are employed in the social care sector in rural England and as Figure 3.1 shows, they comprise a higher proportion of total employment than is the case nationally (4.3 per cent compared to 3.8 per cent). The rate of growth of social care employment in rural areas over the 1997-2002 period was similar to that of human health activities (10.5 per cent), an additional 22,000 jobs being created in rural England (Figure 3.2).

As shown in Table 3.1, social care has one of the lowest rates of pay of the public service sectors. There is continued pressure to keep wages low due to the large number of small firms operating in a highly competitive field combined with the capping of fees by government (Machin et al, 2002). Despite the fact that four out of five social care workers are women, their average rates of pay are eight per cent below the average. Overtime payments contribute up to 16 per cent of earnings for men and 13 per cent of earnings for women, although these figures are higher for home helps (19 per cent), care assistants (16.5 per cent), staff in residential homes and housing caretakers.

As explained by the interviewed UNISON representative, the social care sector ranges from large organisations such as local authorities and private sector providers with clear personnel policies to less formal voluntary and not for profit organisations that may not have such established policies to protect working conditions, pay and contracts. Only one third of a sample of 76 organisations were found to have maternity pay better than the statutory level and 25 per cent had no final salary scheme (IDS, 2003). Not-for-profit care organisations have suffered particular recruitment problems and have had to review pay and benefits packages with increased use of 'performance pay'.

Due to the low pay, there are difficulties in recruiting skilled and qualified people into the sector and four fifths of employees lack qualifications (Coote, 2002). Shortages are becoming more acute due the labour supply not keeping pace with the growth in demand due to increasing numbers of elderly people (LSC Nottinghamshire, 2001). There are also increasing shortages of manual staff such as cleaners, home care and day/residential care workers (UNISON, 2003). A survey of 544 businesses in the health and social care sector found that 88 per cent of them (more than any other sector) had taken up training in the past year to meet their skill needs (FSB, 2002).

Various studies indicate that social care employment has been affected by the National Minimum Wage. In 2001 16 per cent of employees were below the wage of £4.10/hr set as the NMW in 2002. Machin et al (2002) found that a 10 per cent rise in wage costs resulted in a 2-4 per cent decline in the number of jobs. It has been suggested that people are moving from social care to other sectors particularly supermarkets and other retail (IDS, 2003). However, other studies found that employment was not declining significantly in areas of the country with high numbers in low waged jobs (Stewart, 2003).

The ability to reduce staffing is limited by Care Standard Stipulations on staffing levels so that cuts have fallen disproportionately on non-care areas and overtime payments.

There has also been an increase in use of part time staff to work below National Insurance and tax thresholds (Low Pay Commission, 2003). This pressure is expected to be eased by greater government spending in this sector with an annual average increase at six per cent above inflation. Furthermore, a survey in 2002 found that 35 per cent of care homes had increased their fees by at least 10 per cent since the previous year (Laing and Buisson, 2002 reported in Low Pay Commission, 2003).

A further trend is that of caring for more elderly and disabled people within their own homes rather than in residential care homes. Whilst this cuts down on the costs of care homes, it can prove to be more labour intensive form of providing care, particularly in rural areas where the population is dispersed, as carers are paid for the time they spend in people's homes. According to the interviewed representative of the Countryside Agency, the voluntary sector is increasing its involvement in the provision of home care, with volunteers often made up of the more active retired population.

3.5.3 Childcare

Nationally there are 274,520 employed in this sector. Rural areas were found to have poorer provision of childcare and more recruitment difficulties than urban districts (Rolfe et al, 2003) explained by poorer public transport and lower rates of female participation in the labour force in rural areas. Nationally, 98 per cent of employees are women (DFES, 2002) and 85 per cent of day nursery provision is by single site owner/managers (Low Pay Commission, 2003).

Childcare is a growing sector with the number of professionals growing by 21 per cent between 1998 and 2001 while the numbers of workers in nursery and after school care provision doubled over the same period (DFES, 2002). The number of providers is also increasing, with a 42 per cent increase in nursery schools and a 82 per cent increase in out of school provision.

Wages tend to be low with 10 per cent of the employees earning close to the minimum wage (Low Pay Commission, 2003), although wages are reported to be rising because of recruitment difficulties. The National Minimum Wage was also reported to have led to an increase in wages for more qualified staff who resented the fact that they were paid a similar amount to untrained staff (IDS, 2002b; Low Pay Commission, 2003). A survey of 140 private child care businesses found that two thirds had difficulty in recruiting suitable staff and one quarter reported retention problems (IDS, 2002b).

3.5.4 Veterinary activities

There are 20,700 vets in UK (RCVS, 2002) and a further six thousand employed in the sector.

Women make up 45 per cent of the veterinary profession (BVA, 2004), with a quarter of them working part-time. Women make up approximately one third of principals or partners.

Between 2000 and 2002 there was a small increase in the proportion of registered vets in employment (RCVS, 2002). There has been an increase in the number of students to veterinary schools rising from 330 a year in the 1980s to 720 in 2003 (BVA, 2004). The proportion of women entering the sector has increased substantially, making up 75 per

cent of students. The increase in numbers has also been combined with an increase in part time work, career breaks and a desire for a shorter working week, the average weekly hours being 51.6 (RCVS, 2002).

Although it is a small sector in terms of employment, the proportion that veterinary activities forms of total employment is higher in rural areas than in England as a whole (0.2 per cent compared to 0.1 per cent). Forty-two per cent of those employed in the sector are to be found in rural areas and the numbers employed has increased by almost a third over the 1997-2002 period.

Chapter 4

Public service employment in the case study regions: East of England and Yorkshire and Humberside

CHAPTER SUMMARY

This chapter provides a more detailed analysis of the contribution of the various public service sectors to rural employment in two case study regions, the East of England and Yorkshire and Humberside. Public services employment accounts for 23 per cent of total employment in the rural districts of East of England and 25 per cent in Yorkshire and Humberside, having increased by 20 and 17 per cent respectively over the 1997-2002 period.

Public administration, defence and public security

- Employment in these sectors is concentrated in larger employment units, most notably in local authority offices and military bases. However, there are many smaller organisations such as police and fire stations.
- There has been a rapid growth in public administration in all areas, especially since 1997, with numbers of employees doubling between 1997 and 2002 in four districts in the East of England. It also doubled in Yorkshire and Humberside after falling between 1991 and 1997.
- Employment growth in the defence sector has been much less with much of the growth concentrated in two districts in the East of England. This reflects the MOD policy of reducing the number of sites. Defence and public security employment has also been falling in the rural districts of Yorkshire and Humberside, by 20 per cent over the 1997-2002 period.
- Public administration employment is fairly evenly spread across rural districts in the East of England but more concentrated in particular districts in the case of Yorkshire and Humberside. Defence and public security employment is concentrated within a few rural districts in each region.

Education

- Half of all education sector jobs in the rural areas of both regions are in primary schools with a further third in secondary schools. Numbers employed in education increased by 24 per cent in the East of England and 30 per cent for Yorkshire and Humberside between 1997 and 2002, although in higher education this increase was 68 per cent and 87 per cent respectively.
- In both regions there was a more than 50 per cent increase in the number of enterprises within education over the 1998-2003 period, this being faster than the national rate of increase.
- The education sector is an important source of employment for women in the rural districts, with three quarters of the workforce in 2002 being female in each region, rising to 85 per cent in primary education. In the East of England 60 per cent of women were working part-time compared with 30 per cent of men, while in Yorkshire and Humberside 65 per cent of women were working part time.

- Employment in schools, especially primary schools, is fairly evenly spread across the rural districts of both regions, whereas employment in higher education is concentrated into two or three districts in each region.

Health and Social Work

- This sector accounts for 43 per cent of public service employment in the East of England and 42 per cent in Yorkshire and Humberside. A substantial share of the East of England region's rural employment in this sector is to be found in the remoter rural counties, indicating that much of the employment in the more accessible rural areas is concentrated in larger urban centres.
- There is a very wide size range of employment units within this sector, ranging from very small medical and dental practices to hospitals employing several hundred. Two thirds of employment is in those units employing more than fifty people.
- In the East of England there has been a steady growth in employment within the 22 rural districts since the early 1990s, with employment increasing by 36.7 per cent over the 1991-2002 period. Human health and social work have experienced similar growth rates. Employment growth has been somewhat slower in Yorkshire and Humberside.
- The health and social work sector is a major source of employment for women in rural areas, more than four fifths of the workforce being female in each region. More than half of female employees work part-time.
- In the East of England, several of the remoter districts have above average shares of employment in the health sector, whereas there is a more even spread in Yorkshire and Humberside. There is some clustering of employment in residential care homes in certain coastal locations in both regions.

Library and museums

- This is a small sector compared to the others and most employees (predominantly women working part-time) are working in smaller organisations.
- There was much growth in the early 1990s, particularly in Cambridgeshire and Norfolk within East of England, whereas there was a substantial reduction in employment within the rural areas of Yorkshire and Humberside over the 1997-2002 period.

4.1 Introduction

This chapter focuses on two case study regions, the East of England and Yorkshire and Humberside, and analyses the employment structure and trends within the rural districts at a more detailed sub sector level (defined at both the two and three digit SIC levels). The purpose is twofold: first, to provide for these two regions a more detailed analysis of the contribution of the various public service sectors to rural employment than was possible in chapter two; and second, to provide a regional context for the survey of public sector organisations which was carried out in two rural districts in each of these regions and forms the basis of the next chapter. As with chapter two, this chapter is entirely based on the analysis of government statistics, particularly work place data from the Annual Business Inquiry relating to employment (including full-time/part-time; males/females) and employment units (including the size structure of units). In addition, VAT registration data are analysed to give an indication of the trends in the numbers of private businesses within the different sectors.

The two regions will be discussed together in order to bring out similarities and differences between them. Following an overview of the public services sectors as a whole, each sector will be considered separately under four headings: (i) employment and employment units; (ii) change in employment and employment units; (iii) composition of employment; and (iv) the geographical distribution of employment. As well as presenting aggregate data for all the rural districts within each region, we will aim to draw out differences between rural districts at the county level and to identify concentrations of sectoral employment at the district level. Location quotients are used to identify those districts which have a larger share of employment in the public service sectors than would be expected on the basis of their share of total employment.

Much of the data referred to in this chapter is presented in a series of tables which are presented in Appendices IV and V. Where statistics relating to both regions are presented side by side in the text, the first statistic will relate to the East of England and the second statistic to Yorkshire and Humberside (e.g. 30/35 per cent). The analysis of the geographical distribution of each of the sectors using location quotients is presented as a series of maps for each case study region. The rural districts in the two regions are shown in Figures 4.1 and 4.2.

The analysis presented in this chapter has been undertaken at the rural district scale since, as explained in chapter 1, this has proved to be the unit of analysis which is most practicable when extracting data from government sources. However, for the two case study regions, we have also been able to undertake analysis at the ward scale, using the 1998 urban/rural classification of wards. This has enabled us not only to exclude urban wards within rural districts, but also to include rural wards in districts which are not themselves classified as rural. The results of the ward scale analysis can be found in Appendix VI.

FIG. 4.1: MAP OF RURAL DISTRICTS IN EAST OF ENGLAND

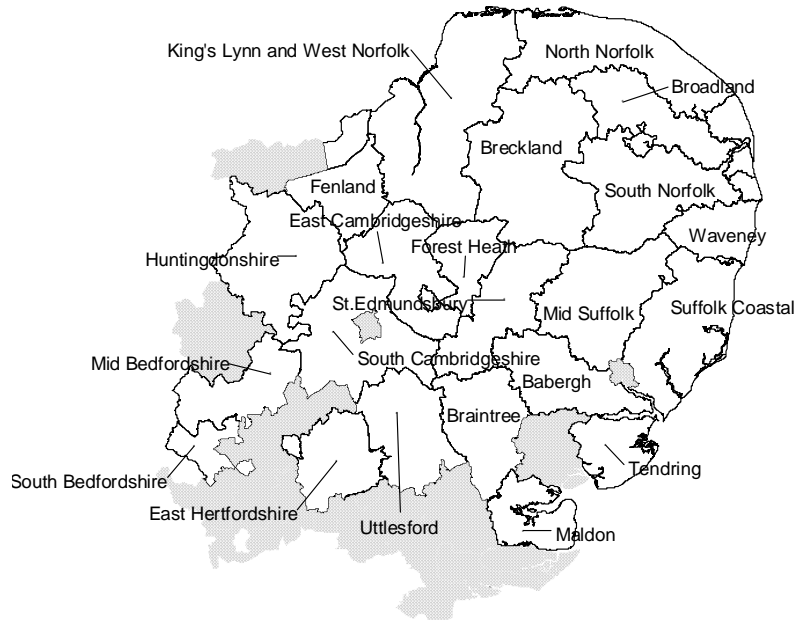
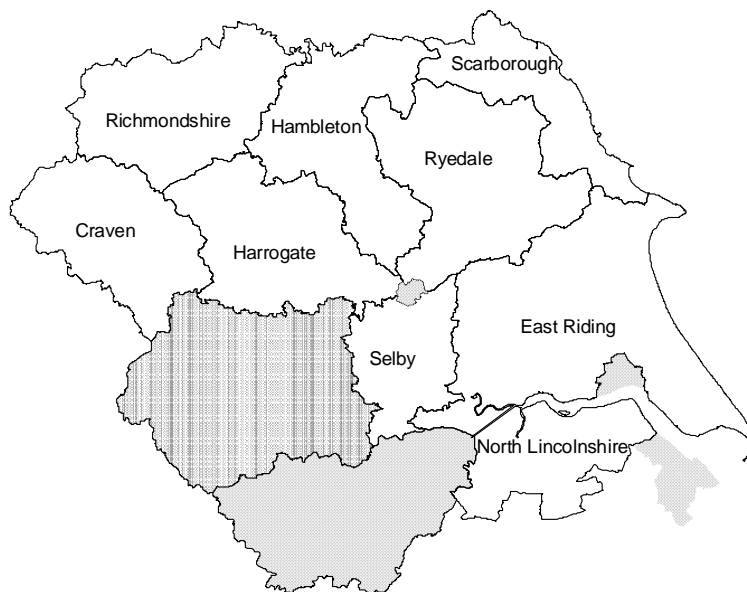


FIG 4.2: MAP OF RURAL DISTRICTS IN YORKSHIRE AND HUMBERSIDE



4.2 Public administration, defence and compulsory social security activities (SIC 75)

4.2.1 *Employment and employment units*

This sector accounts for just under a fifth of the jobs in the public services within the East of England's 22 rural districts. These are split equally between public administration (17869 jobs) and defence and public security (17719 jobs). Much of the employment is concentrated in medium and large size employment units, with 65 per cent of the employment in public administration being in the 77 units employing 50 or more people, and 60 per cent of employment in defence and public security being in the 23 units employing 200 or more people.

In the case of the nine rural districts in Yorkshire and Humberside, this sector accounts for 23 per cent of the jobs in the public services, three fifths of them being in public administration (15349 jobs) and two fifths in defence and public security (9663 jobs). Much of the employment is concentrated in medium and large size employment units, with 84 per cent of the employment in public administration being in the 47 units employing 50 or more people, and 76 per cent of employment in defence and public security being in the 37 units employing 200 or more people.

4.2.2 *Change in employment and employment units*

Since 1997, employment in public administration increased substantially in the rural areas of both regions. Thus in the East of England, public administration employment increased by 34 per cent over the 1997-2002 period, with that in some districts (notably South Cambridgeshire, Babergh, Broadland, and Mid Suffolk) doubling. And in the case of Yorkshire and Humberside, public administration employment doubled over the five year period, much of it due to a very large increase in the East Riding.

In contrast, defence and public security employment growth has been much slower and concentrated in a limited number of locations. In rural East of England, it increased by only 5 per cent over the five year period, although two districts (South Norfolk and Forest Heath) experienced substantial increases in both absolute and percentage terms. Over the same time period, the rural districts of Yorkshire and Humberside experienced a decline of 20 per cent, the biggest fall being in East Riding (39 per cent). These changes reflect the MoD's policy of reducing the number of defence establishments and concentrating employment, as discussed in the previous chapter (section 3.2).

Turning to changes in the numbers of employment units within the sector as a whole, there is a clear trend towards employment being concentrated in larger size establishments. In the case of rural East of England, there was a 28 per cent growth over the 1997-2002 period, but this reversed a 10 per cent decline over the 1991-97 period. Within rural Yorkshire and Humberside, the number of employment units in the public administration and defence sector decreased by 13 per cent over the 1997-2002 period and by 31 per cent over the longer 1991-2002 period, with all three counties have a similar pattern in this respect. This has resulted in a significant increase in the average size of employment units from 33.4 employees in 1991 to 57.0 in 2002.

The rural areas of both regions experienced a small, two per cent growth in the number of enterprises in public administration and defence over the 1998-2003 period indicating that this is not a sector which gives rise to opportunities for enterprise formation and growth.

4.2.3 Composition of employment

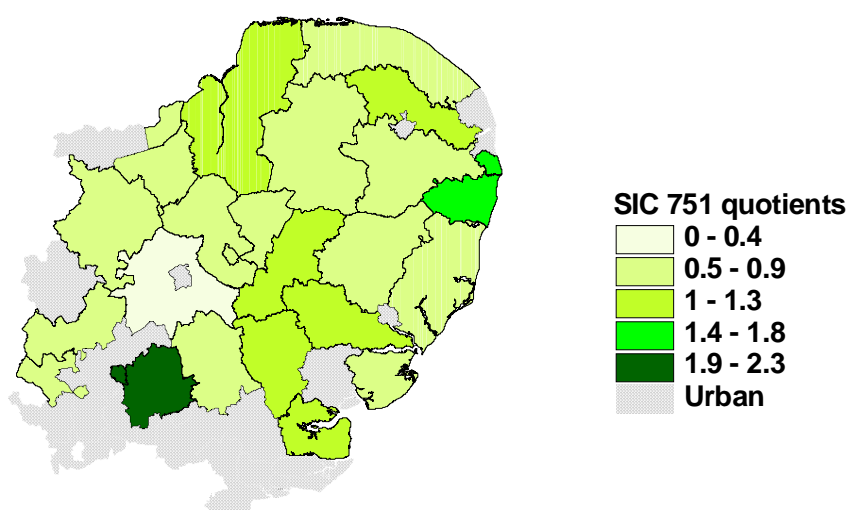
There are sharp differences between public administration on the one hand and defence on the other hand in terms of the composition of employment. In the case of public administration, 57/60 per cent of the rural jobs are filled by women, with more than two fifths/a half of these being part-time jobs. In contrast, in defence and public security 66/71 per cent of the rural jobs are filled by men of which 95/82 per cent are full-time. Moreover, three quarters of those jobs occupied by women are also full-time. These differences can be attributed to the fact that much of the employment within the defence and public security is in military establishments where the majority of personnel are in the armed forces.

4.2.4 Geographical distribution of employment

East of England

FIG. 4.3:

(a) LOCATION QUOTIENTS FOR PUBLIC ADMINISTRATION ACTIVITIES (SIC 751) – EAST OF ENGLAND



(b) LOCATION QUOTIENTS FOR DEFENCE, PUBLIC SECURITY (SIC 752) – EAST OF ENGLAND

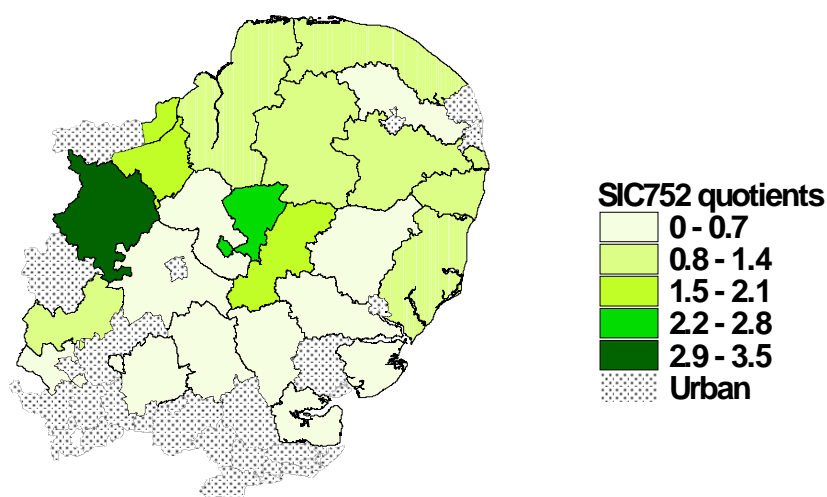


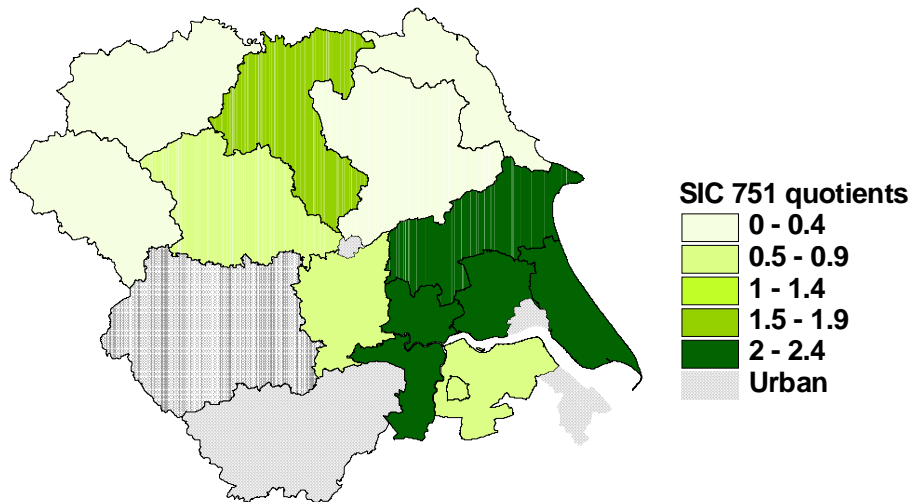
Figure 4.3 shows the distribution of employment for both public administration and defence and public security across the rural districts of the East of England. As we might expect, public administration employment is fairly evenly spread across the rural districts, although there are a few districts that stand out as having 'above average' employment in this sector, these being East Hertfordshire (LQ (e) =2.21) and three districts in Suffolk: Waveney (LQ (e) =1.67) St. Edmundsbury (LQ (e) =1.32) and Babergh (LQ (e) =1.31). This corresponds to the large increase in public administration employment that has occurred within the Suffolk rural districts that we have already noted.

With regards to defence and public security, there is a more uneven pattern of employment throughout the 22 rural districts of the region, ranging from 74 jobs at one extreme to 4754 at the other. The main concentrations are to be found in Cambridgeshire, especially Huntingdonshire (LQ (e) =3.52) and Fenland (LQ (e) =1.49), and in Suffolk, notably Forest Heath (LQ (e) =2.55) and St. Edmundsbury (LQ (e) =1.63).

Yorkshire and Humberside

FIG. 4.4

(a) LOCATION QUOTIENTS FOR PUBLIC ADMINISTRATION ACTIVITIES (SIC 751) – YORKSHIRE & HUMBERSIDE



(b) LOCATION QUOTIENTS FOR DEFENCE, PUBLIC SECURITY (SIC 752) – YORKSHIRE & HUMBERSIDE

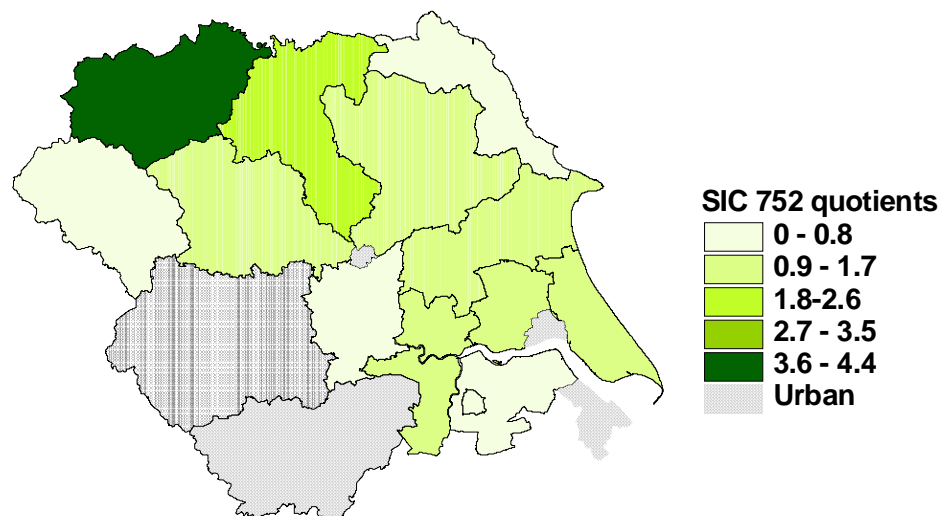


Figure 4.4 shows the distribution of employment for both public administration and defence and public security across the rural districts of Yorkshire and Humberside. East Riding stands out as the district having the highest above average employment in public administration (LQ (e) = 2.09), followed by Hambleton (LQ (e) = 1.53), whilst other rural districts have relatively low shares, particularly Ryedale (LQ (e) = 0.3) and Richmondshire (LQ (e) = 0.36).

There is a more uneven pattern of employment relating to the defence and public security sector, the main concentrations being in Richmondshire (LQ (e) = 3.75) and Hambleton (LQ (e) = 1.93), whereas Selby (LQ (e) = 0.11) and Craven (LQ (e) = 0.12) have negligible employment in this sector.

4.3 Education (SIC 80)

4.3.1 *Employment and employment units*

The education sector accounts for a third of employment within the public service sectors within the rural areas of both regions. In the case of the East of England, half of the jobs are in primary education, with a further third being in secondary education. Higher education accounts for just 8 per cent of the education total and adult education for a further 7 per cent. In Yorkshire and Humberside, just under half (48 per cent) of the jobs are in primary education, with a further 40 per cent being in secondary education. Higher education accounts for just 6 per cent of the education total and adult education for a further 6 per cent.

In the case of primary education, 82 per cent of employment in rural East of England and 71 per cent in rural Yorkshire and Humberside is in units employing between 11 and 49 people. One fifth of the primary schools and 31 per cent of secondary schools in rural East of England employ 10 or fewer people (compared with 9 per cent and 24 per cent respectively in rural Yorkshire and Humberside). Overall however, secondary schools tend to be larger, with over half of them in both regions employing 50 or more people. In the case of higher education, half of the employment in the East of England is in the six units that employ 200 or more people, and 70 per cent of the employment in Yorkshire and Humberside is in the five units of equivalent size. The bulk of adult education jobs in both regions is in units employing less than 50 people.

4.3.2 *Change in employment and employment units*

There has been a rapid increase (24/30 per cent) in rural employment within education in both regions since 1997, similar to the increase in England as a whole. Norfolk and Essex and North Lincolnshire and East Riding stand out as the districts experiencing the fastest growth rates. A similar growth trend is evident in the numbers of employment units in both regions, indicating that much of the employment growth has been associated with an increase in the number of educational establishments. In terms of the sub sectors, higher education experienced the fastest growth over the 1997-2002 period (68/87 per cent increase). Secondary education increased by 18/52 per cent and primary education by 24/32 per cent.

One of the most striking trends has been the increase in the number of enterprises in the education sector found in the rural areas of both regions. The VAT registration data indicate that there has been a large increase (63 per cent) in the numbers of enterprises in the education sector within the East of England over the 1998-2003 period, although it should be noted that this is starting from a low base of just 270 enterprises in 1998. The biggest percentage increase was in Norfolk where the number of enterprises more than doubled. Similarly, there was a 52 per cent increase in the numbers of enterprises in Yorkshire and Humberside over the same period. (The nature of VAT data does not allow for analysis of what types of enterprise are responsible for these changes).

4.3.3 Composition of employment

The education sector is an important source of employment for women in the rural districts of both regions, with just over three quarters of the workforce being female, compared to a half in all sectors. The proportion of females in the workforce in the two regions is highest for primary education (85/84 per cent), but is also high for secondary education (70/71 per cent) and adult education (67/65 per cent). Just over half of the jobs in higher education are also filled by women.

In education as a whole, over half of the jobs (53/58 per cent) are part-time, most of which are filled by women. Two thirds of women worked part-time compared with a third of men, this pattern being found in all four of the sub sectors. In fact in primary education, over half of the workforce comprises women working part-time.

4.3.4 Geographical distribution of employment

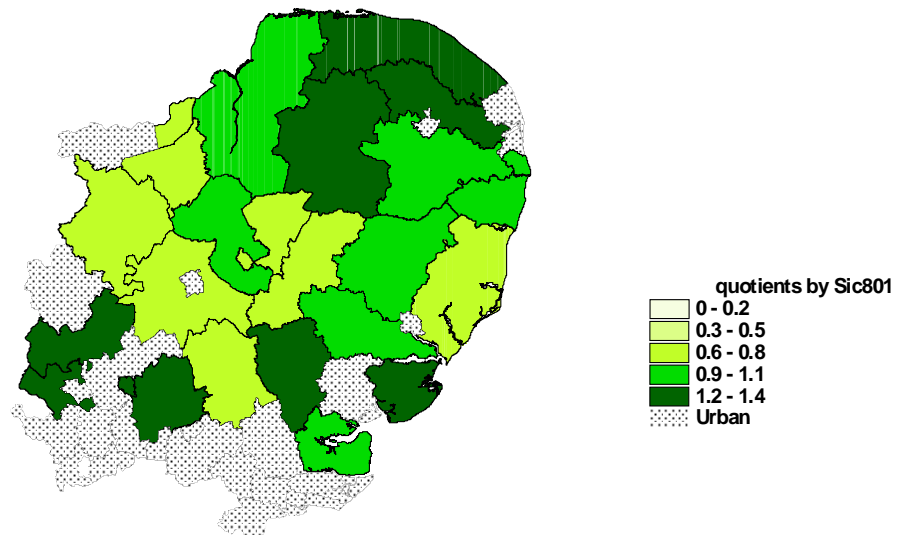
East of England

Figure 4.5 shows the distribution of employment for all four of the education sub sectors across the rural districts within the East of England. As we would expect, employment in schools, especially primary schools, is fairly evenly spread, whereas employment in higher education is much more concentrated.

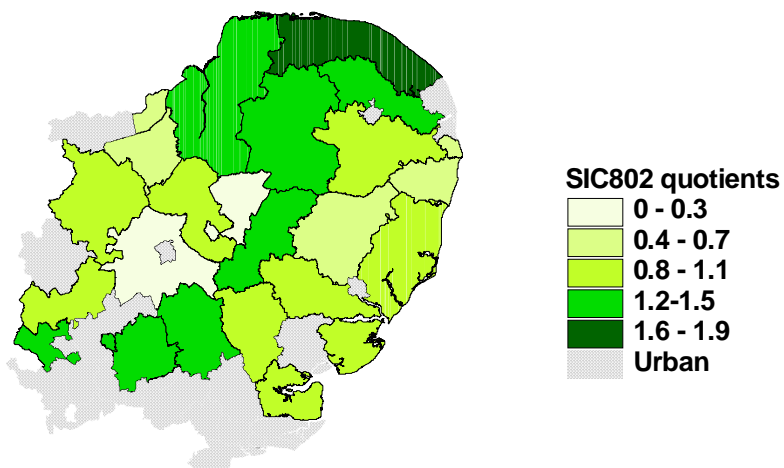
In the case of primary education, there are a few districts that exceed the average, these being North Norfolk, Breckland and Broadland in Norfolk, East Hertfordshire, Mid Bedfordshire, and Tendring in Essex. Employment within secondary education is less evenly spread between rural districts, the above average concentrations being in North Norfolk (LQ (e) =1.62), Kings Lynn and West Norfolk (LQ (e) =1.45), and St Edmundsbury in Suffolk (LQ (e) =1.49). The range of variation in adult and other education between districts is similar to that in secondary education, the above average concentrations being in Mid Bedfordshire (LQ (e) =1.9) and South Norfolk (LQ (e) =1.66). Employment within higher education on the other hand ranges considerably, from just five jobs to 1520 jobs, the biggest concentrations being in Mid Bedfordshire (LQ (e) =6.51) and South Cambridgeshire (LQ (e) =3.60).

FIG. 4.5

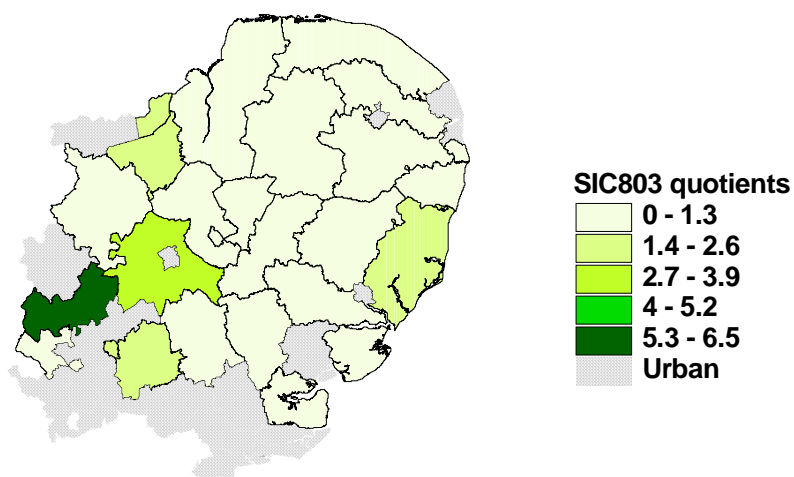
(a) LOCATION QUOTIENTS FOR PRIMARY EDUCATION (SIC 801) – EAST OF ENGLAND



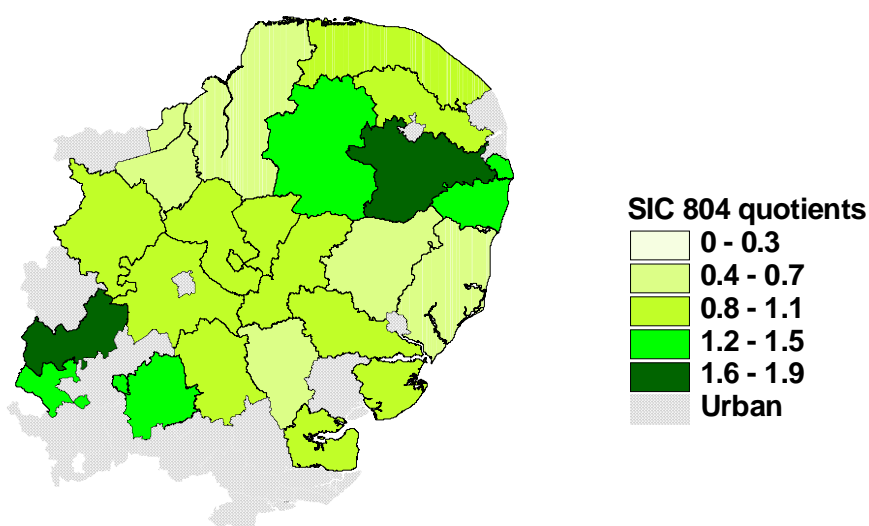
(b) LOCATION QUOTIENTS FOR SECONDARY EDUCATION (SIC 802) – EAST OF ENGLAND



(c) LOCATION QUOTIENTS FOR HIGHER EDUCATION (SIC 803) – EAST OF ENGLAND



(d) LOCATION QUOTIENTS FOR ADULT AND OTHER EDUCATION (SIC 804) – EAST OF ENGLAND



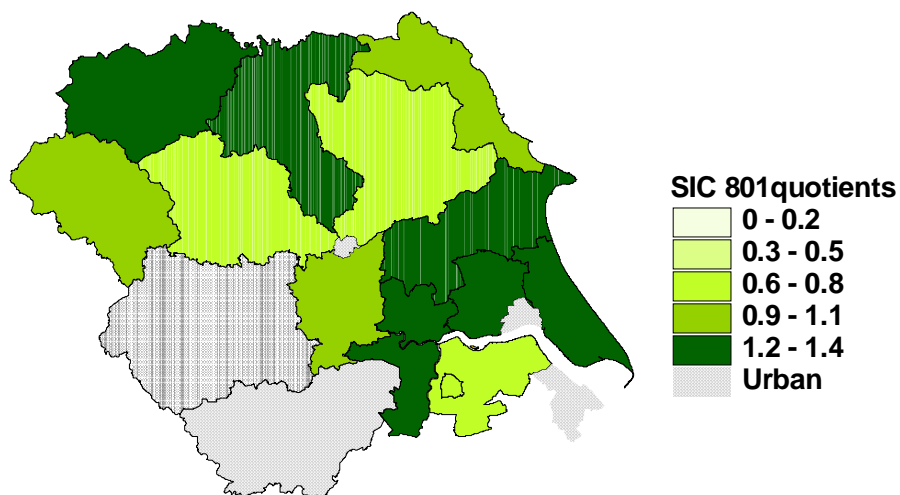
Yorkshire and Humberside

Figure 4.6 shows the distribution of employment for all four of the education sub sectors across the rural districts within Yorkshire and Humberside. In the case of primary education, there are a few districts that exceed the average, these being East Riding (LQ (e) = 1.33), Hambleton (LQ (e) = 1.27), and Richmondshire (LQ (e) = 1.24).

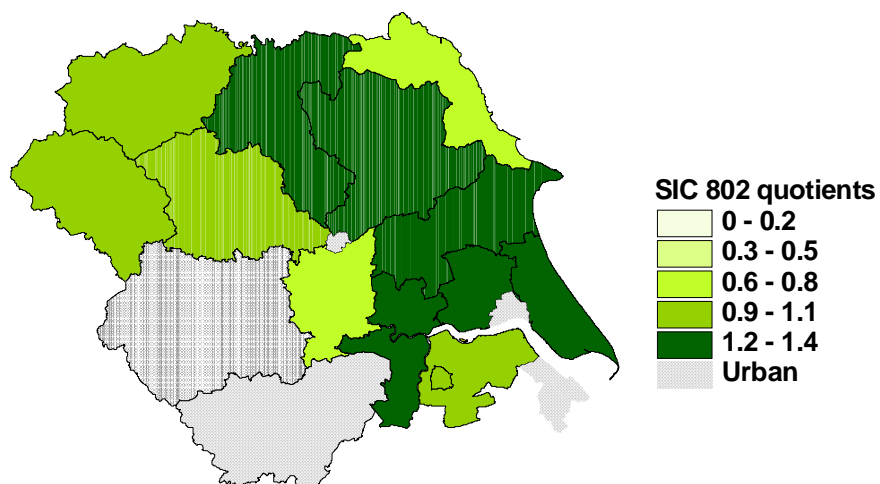
Hambleton also has a large relative share of both secondary education employment (LQ (e) = 1.26) and adult education employment (LQ (e) = 2.02). Ryedale also has a high share of secondary education employment (LQ (e) = 1.23) and Scarborough of adult education employment (LQ (e) = 1.37). Higher education employment is the most unevenly distributed between the rural districts, with a high proportion of employment being concentrated in Craven district (LQ (e) = 3.91), with Selby (LQ (e) = 1.45) and Scarborough (LQ (e) = 1.25) also having above average shares.

FIG. 4.6

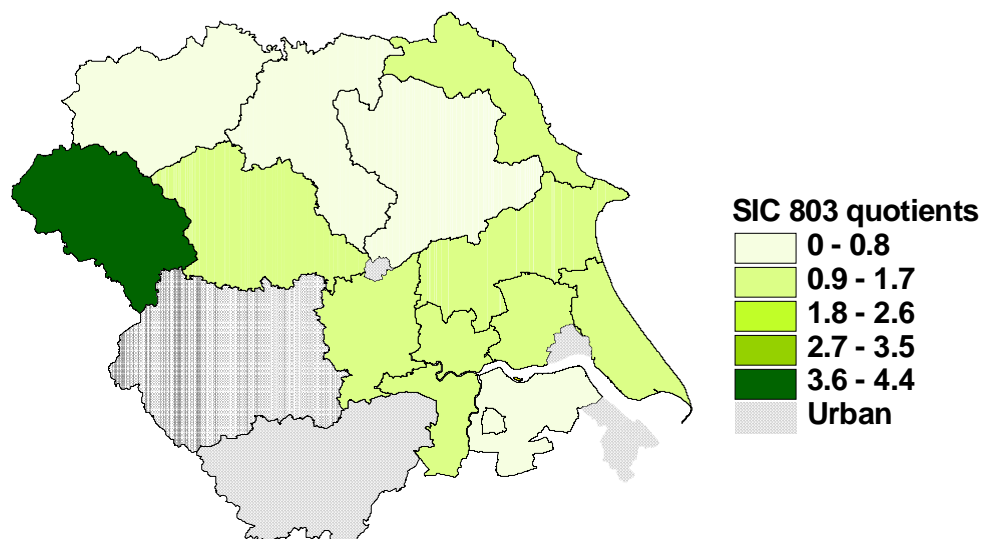
(a) LOCATION QUOTIENTS FOR PRIMARY EDUCATION (SIC 801) – YORKSHIRE & HUMBERSIDE



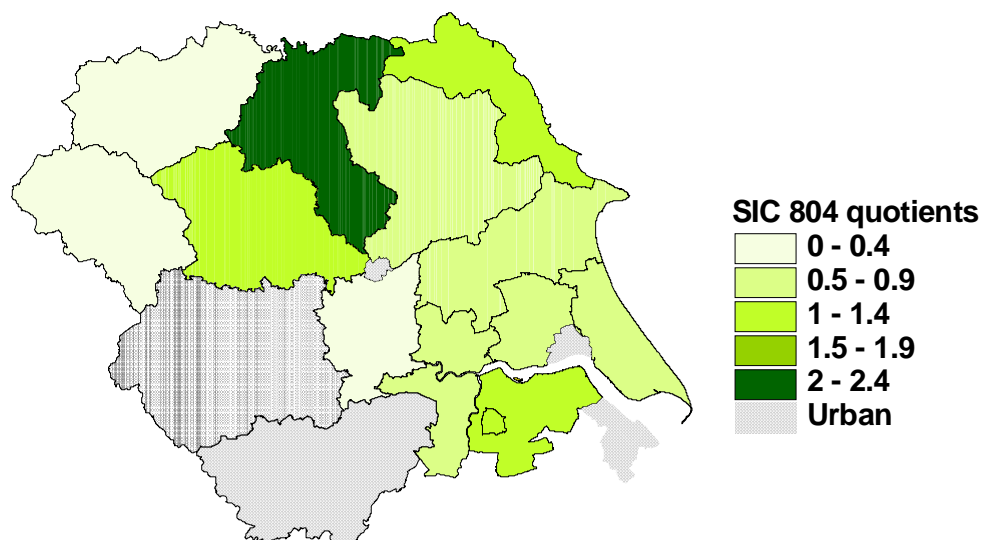
(b) LOCATION QUOTIENTS FOR SECONDARY EDUCATION (SIC 802) – YORKSHIRE & HUMBERSIDE



(c) LOCATION QUOTIENTS FOR HIGHER EDUCATION (SIC 803) – YORKSHIRE & HUMBERSIDE



(d) LOCATION QUOTIENTS FOR ADULT AND OTHER EDUCATION (SIC 804) – YORKSHIRE & HUMBERSIDE



4.4 Health and Social Work (SIC 85)

4.4.1 *Employment and employment units*

This is the largest of the public service sectors in the two regions, accounting for 43 per cent of public service employment in the rural East of England and 42 per cent in rural Yorkshire and Humberside. Over half (56/57 per cent) is attributable to human health activities (i.e. hospitals, GP and dental practices) and 42/41 per cent to social work. By comparison, the veterinary activity sub sector is very small, accounting for 2.3/1.7 per cent of total employment within the health and social work sector.

A substantial share of the East of England's rural employment in this sector is to be found in the remoter rural counties, indicating that much of the employment in the more accessible rural areas is concentrated in larger urban centres. More than a third of the region's rural employment within the human health sub sector is within the Norfolk rural districts and both Norfolk and Suffolk each account for a quarter of the region's rural employment in social work.

There is a very wide size range of employment units within this sector, ranging from very small medical and dental practices to hospitals employing several hundred. Within the human health activities sector, the 22 units in rural East of England and the 16 units in rural Yorkshire and Humberside employing 200 or more account for 42 and 44 per cent respectively of employment. In social work, around a half of jobs in both regions are in units employing 11-49 people. The majority of veterinary practices are very small,

employing fewer than 10 people, although over half of the employment is in those units employing 11-49 people.

4.4.2 *Change in employment and employment units*

Taking the sector as a whole, there has been a steady growth in employment within the rural districts of both regions during the 1990s, with employment increasing by 18 per cent in the East of England and 14 per cent in Yorkshire and Humberside over the 1997-2002 period. Certain districts in the East of England experienced above average growth over the longer 1991-2002 period, notably Norfolk (52 per cent) and Cambridgeshire (43 per cent). There has been a similar growth (24 per cent) in the number of employment units over the 1991-2002 period in the East of England, although Yorkshire and Humberside experienced a decline of 9 per cent over the same period.

In terms of the sub sectors, the fastest growth of employment has been in veterinary activities (45/36 per cent over the 1997 to 2002 period), although in both regions this has been from a low base. Human health and social work have experienced similar employment growth rates over the 1997-2002 period in both regions (by 19/16 per cent for human health and by 11/17 per cent for social work).

The VAT registration data indicate only modest growth (8 per cent) in the numbers of enterprises in the health sector over the 1998-2003 period in East of England, with the numbers of enterprises in the Cambridgeshire, Hertfordshire, and Suffolk districts remaining static. Rural areas in Yorkshire and Humberside had a 13 per cent growth in the numbers of enterprises, the fastest growth being in the North Yorkshire districts (25 per cent).

4.4.3 *Composition of employment*

The health and social work sector is a major source of employment for women in the rural areas of the two regions, with 86/82 per cent of the workforce being female (compared with 82 per cent in England as a whole). There is no difference in this respect between human health activities, social work, and veterinary activities.

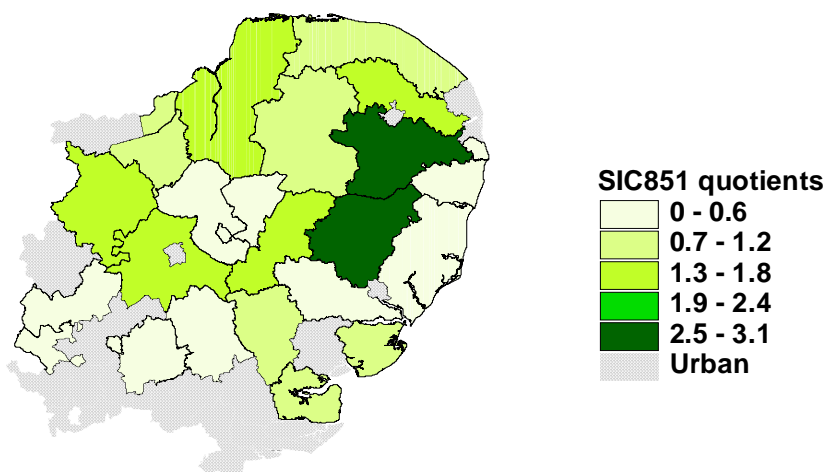
More than half (53/55 per cent) of the employment in the sector is part-time, with 57/59 per cent of the women working part-time compared with 27/29 per cent of men. Part-time work is highest for both women and men in the social work sector, with 60 per cent of women and 34 per cent of men working part-time in both regions.

4.4.4 Geographical distribution of employment

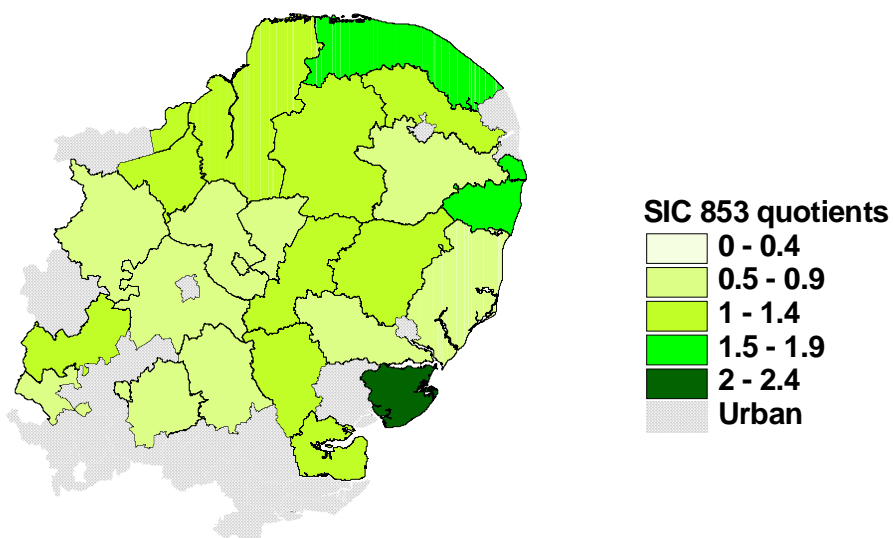
East of England

FIG. 4.7

(a) LOCATION QUOTIENTS FOR HOSPITAL, MEDICAL, DENTAL AND OTHER HUMAN HEALTH ACTIVITIES (SIC 851) – EAST OF ENGLAND



(b) LOCATION QUOTIENTS FOR SOCIAL WORK ACTIVITIES (SIC 853) – EAST OF ENGLAND



(c) LOCATION QUOTIENTS FOR VETERINARY ACTIVITIES (SIC 852) – EAST OF ENGLAND

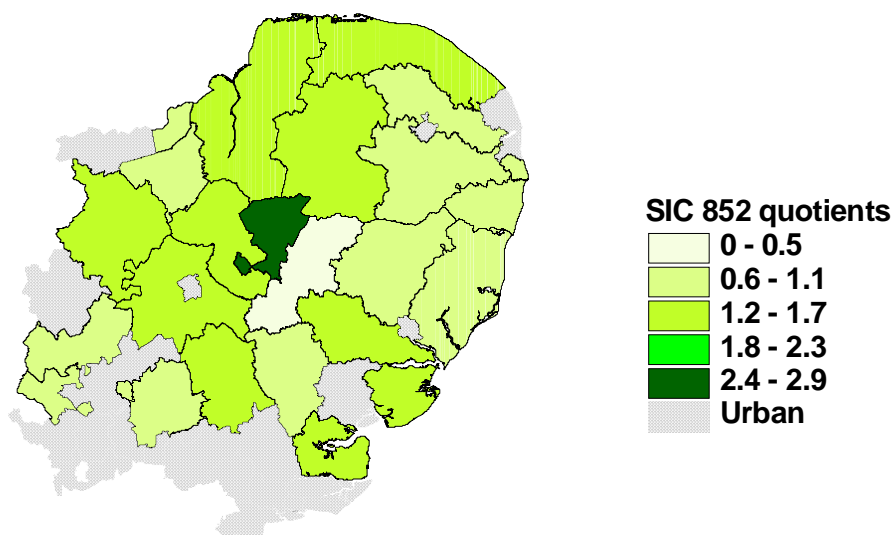


Figure 4.7 shows the distribution of employment for the three health and social work sub sectors in East of England. As noted above, it is the more remote rural areas that have the above average shares of employment in human health activities. The main concentrations of employment are to be found in three Norfolk districts: South Norfolk (LQ (e) =3.12); Broadland (LQ (e) =1.67); Kings Lynn and West Norfolk (LQ (e) =1.53). Other 'above average' shares of employment in this sector are to be found in South Cambridgeshire (LQ (e) =1.34) and Huntingdonshire (LQ (e) = 1.25).

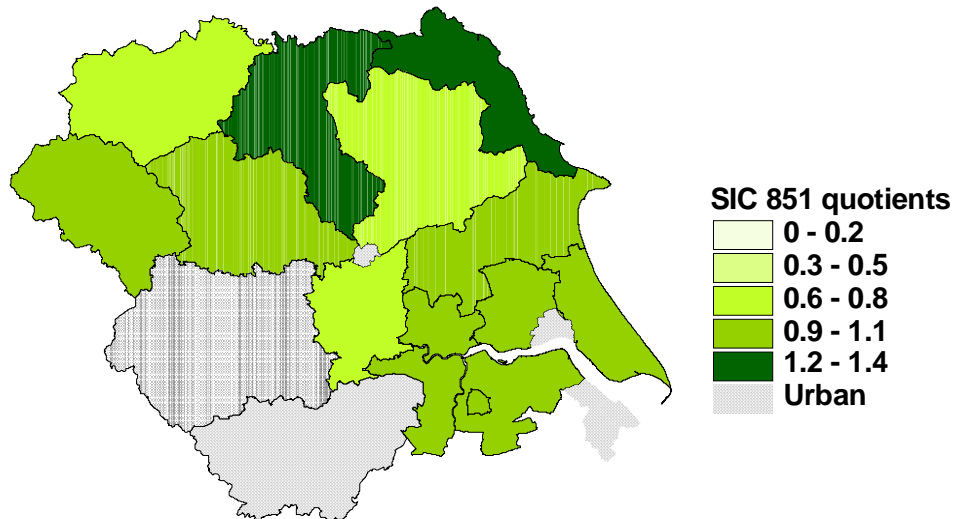
Social work activities are fairly evenly spread over the rural districts, although the main above average employment shares are in Tendring in Essex (LQ (e) =2.13) and North Norfolk (LQ (e) =1.81) This is likely to be due to the clustering of residential care homes in coastal locations.

Although veterinary activities is a relatively small sector, there is one concentration worth noting in Forest Heath (LQ (e) =2.47), likely to be related to the importance of horse racing in this area. Above average concentrations are also to be found in Babergh (LQ (e) =1.47) and North Norfolk (LQ (e) =1.45).

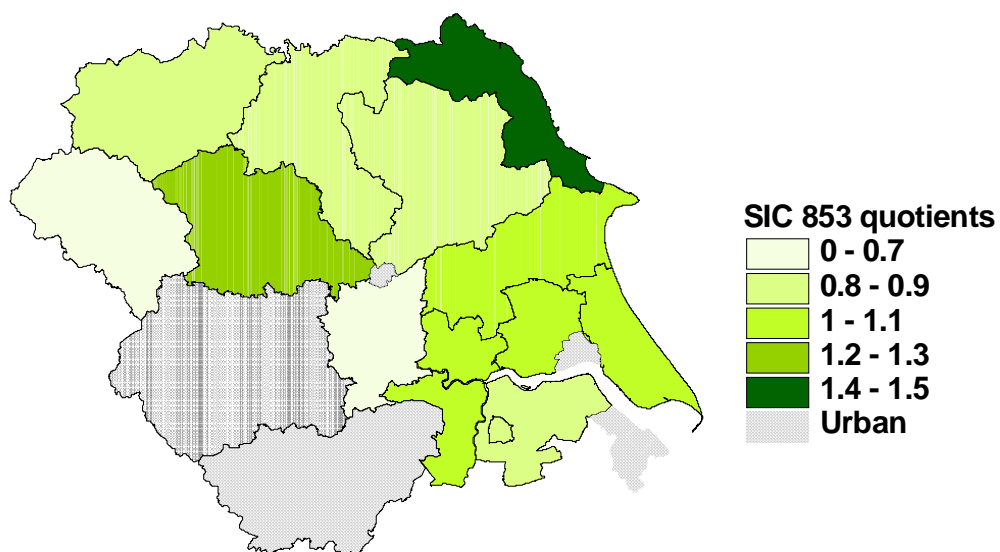
Yorkshire and Humberside

FIG. 4.8

(a) LOCATION QUOTIENTS FOR HOSPITAL, MEDICAL, DENTAL AND OTHER HUMAN HEALTH ACTIVITIES (SIC 851) – YORKSHIRE & HUMBERSIDE



(b) LOCATION QUOTIENTS FOR SOCIAL WORK ACTIVITIES (SIC 853) - YORKSHIRE & HUMBERSIDE



(c) LOCATION QUOTIENTS FOR VETERINARY ACTIVITIES (SIC 852) - YORKSHIRE & HUMBERSIDE

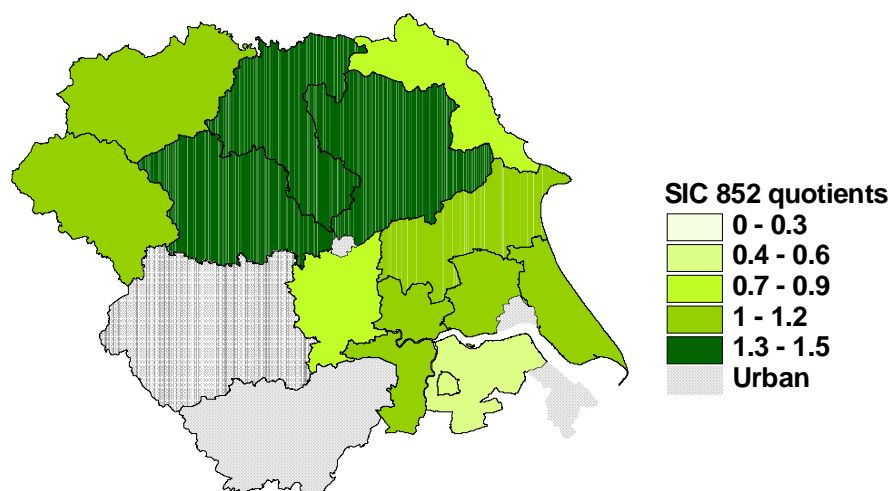


Figure 4.8 shows the distribution of employment for the three health and social work sub sectors in Yorkshire and Humberside. Human health employment is fairly evenly spread throughout the rural districts of the region, although Hambleton (LQ (e) = 1.24) and Scarborough (LQ (e) = 1.18) have above average shares and Ryedale (LQ (e) = 0.62) and Selby (LQ (e) = 0.56) below average shares.

Social work activities are also fairly evenly distributed over the rural districts, with the highest relative share being in Scarborough (LQ (e) = 1.48), reflecting the concentration of residential care homes in this coastal town.

The districts with the highest relative shares of employment in veterinary activities tend to be those where farming is important, particularly Hambleton (LQ (e) = 1.47), Harrogate (LQ (e) = 1.33), and Ryedale (LQ (e) = 1.27).

4.5 Library, museum, and sports arenas (SIC 92)

4.5.1 *Employment and employment units*

By comparison to the other sectors, this is a small sector accounting for 3.7/2 per cent of public service employment in the rural districts of the two regions. In the East of England two thirds of the jobs are in sports arenas and stadiums and one third in libraries and museums and in Yorkshire and Humberside, 56 and 44 per cent respectively. Around three quarters of the employment units in both regions come within the 1-10 size band, with the rest mainly in the 11-49 band.

4.5.2 *Change in employment and employment units*

Employment in this sector in rural East of England more than doubled over the 1991-2002 period, an increase of 139 per cent, much of it coming in the years up to 1997. Similarly, the number of employment units increased by 95 per cent over the same period. With regards to the sub sectors, the biggest increases in employment in library and museum services over the 1997-2002 period were in the rural districts of Cambridgeshire and Norfolk (both increases of 58 per cent); and for sports arenas, the biggest increases were in the rural districts of Bedfordshire (54 per cent) and Essex (50 per cent).

Whilst employment in this sector increased in the rural Yorkshire and Humberside by 45 per cent between 1991-2002, this masks a decrease of 39 per cent over the 1997-2002 period, (1459 jobs being lost). All districts suffered a decline in employment over this period, but the steepest decline was in East Riding (-84 per cent), a net loss of 1122 jobs. Similarly, although the number of employment units more than doubled over the 1991-2002 period, this masks a 34 per cent decline over the shorter 1997-2002 period (140 units being closed). This trend suggests a rationalisation of the provision of these services since 1997.

4.5.3 *Composition of employment*

Just over half of the workforce in both regions (57/56 per cent) in 2002 was female, which is slightly higher than for England as a whole (54 per cent). However, women fill a higher proportion of the jobs in library and museums (62/59 per cent) than in sports arenas (55/54 per cent).

Over half of the jobs are part-time (56/57 per cent), with 68/69 per cent of women working part-time compared with 39/41 per cent of men. Much of the part-time work for men is in sports arenas where 44/49 per cent of them work part-time.

4.5.4 *Geographical distribution of employment*

East of England

The employment in library and museum activities in 13 of the 22 districts is fewer than 100 people, although there are two districts which have more than 300 jobs and high location quotient values: North Norfolk (LQ (e) =3.85) and South Cambridgeshire (LQ (e) =2.49).

In the case of sports arenas, 12 of the 22 districts have more than 200 people employed, with the most noticeable concentrations being in Forest Heath (LQ (e) =3.12) in Suffolk; Malden (LQ (e) =2.65) in Essex; and East Cambridgeshire (LQ (e) =2.15).

Yorkshire and Humberside

Employment in library and museum activities is unevenly spread across the rural districts, with the most notable concentration being in Ryedale (LQ (e) = 3.37), and other concentrations in Hambleton (LQ (e) = 2.06) and Harrogate (LQ (e) = 1.43). There are around 200 people employed in this sub sector in each of these districts.

In the case of sports arenas, there are two above average shares of employment worth noting, these being in Harrogate (LQ (e) = 2.18) where more than 400 people are employed in this subsector and Hambleton (LQ (e) = 1.93) where over 200 are employed.

Chapter 5

Survey of organisations in four case study districts

CHAPTER SUMMARY

This chapter explores the wide range of contributions that these sectors make to rural areas in addition to employment. It also examines the needs of the organisation and the extent to which existing public sector policies have an impact. The survey focuses on the four case study districts (North Norfolk and Forest Heath in the East of England; Hambleton and Craven in Yorkshire and Humberside) that were selected to be representative of different rural areas, and presents the results of a survey of 102 organisations in the different public service sectors. The sample of organisations was selected so as to reflect the sectoral structure of these rural districts.

Contributions to employment

- The public service sectors account for 27.4 per cent of total employment in the four case study districts, a similar proportion to the national picture. With the exception of the defence sector, the majority of the workforce in the sample of organisations are women, many of whom are working part-time. However, women are under-represented in senior and management positions in all the sectors
- Employment has increased over the last three years in most organisations and especially those in education, health, social care, and libraries and museums. Much of this can be attributed to policies concerned with increasing the range of services and improving staffing levels.
- A high proportion of lower paid staff live locally (i.e. within the district), but a higher proportion of professional and managerial staff live outside the district (although invariably in other rural districts). The care and health sectors include a large proportion of staff on lower salaries.

Recruitment, Retention and Training

- Most organisations are experiencing recruitment problems and these tend to be most acute where specific skills are required e.g. recruiting qualified nurses to care homes or teaching staff to secondary schools.
- Difficulties in recruiting lower skilled staff (e.g. care workers, ancillary staff in schools and cleaners) were found in all districts and attributed to low pay and the lack of affordable housing, resulting from high house price inflation levels.
- Despite these recruitment difficulties, most organisations experienced a low turnover of staff and considered the loyalty of their workforce as an advantage of their rural location.
- The provision of 'off the job' training was problematic for several organisations because of the restricted choice of training locally and the need for staff to travel long distances to large urban centres.

Contracting-Out

- A number of organisations across several sectors had increased the amount of work that they contracted-out, although there is evidence that this trend is decreasing. Areas of contracting-out include:
 - in public administration this had been a response to the difficulties of recruiting skilled professionals and the movement of housing stock from councils to housing associations;
 - in defence organisations contractors formed a high proportion of the civilian workforce;
 - and in the social care sector much of the cleaning was contracted-out and agency staff used for non-care activities.

Local service provision

- Many of the public service organisations are almost entirely focused on providing for the needs of the local community, this being most apparent in the cases of publicly funded schools, a further education college that uses outreach centres to serve the dispersed rural community, and GP surgeries and small hospitals that have a close identification with their local communities. However, some organisations attract people into the area, such as care homes and tourism related organisations such as museums.

Local supply chains

- A small proportion of purchases (typically 10 per cent by value) within public services as a whole comes from the local area, although it tends to be highest in the case of education, social care, and libraries. Local builders tend to be used for maintenance work in these sectors.
- Several of the larger organisations (notably the district councils) have a commitment to increasing the amount of local sourcing. The large defence establishments have enormous potential for local procurement, but are currently tied into national purchasing systems.

Wider benefits

- There are several other ways in which public service organisations are contributing to their local communities including:
 - provision of apprenticeships and work experience placements;
 - support for local groups and charities;
 - providing premises for wider community use (e.g. schools, libraries, GP surgeries).

Impact of public policy

- The district councils and the health trusts report some conflicts between meeting central government targets as well as their own local targets. The cost of meeting standards and targets is higher in rural areas because of the sparsity of the rural population. The rural location adds greater costs in delivering further education and training as group sizes tend to be small and there are fewer economies of scale.
- Other impacts of public policy include the trend towards centralising specialist services such as training and health care in urban areas, resulting in reduced accessibility for rural people. At the same time there is a trend in policy to increase the remit of more general services such as health care provision in people's own homes, although interviewees felt that the additional cost this entails in rural areas was not adequately considered by policy-makers.
- The sparsity of population results in many difficulties in delivering services in rural areas as costs are greater. The lack of transport also restricts the ability of some parts of the rural population to use services.

5.1 Introduction

This chapter presents an analysis of interviews carried out in the four case study districts: North Norfolk and Forest Heath in the East of England; Hambleton and Craven in Yorkshire and Humberside. This material provides a detailed picture of employment structures and trends, as well as the contribution to rural economies through procurement and community involvement. The recent trends and dynamics of the sub sectors are examined along with needs of these organizations and the impact of existing public policy.

Interviews were carried out with larger organisations and a shorter telephone survey was used to collect data from smaller organisations. A questionnaire was developed drawing on the literature review and analysis of national statistics. This was then pilot tested with a range of organisations. The survey covers 102 organisations with the sample stratified to ensure a cross section of sub-sectors representative of the sectors being examined in each case study area. The case study areas were selected to be representative of different economic and geographic factors. Analysis of the number of work places in each sub sector in each case study district demonstrates that the four areas combined have a similar pattern of businesses in each sub sector compared to a national rural average. Analysis of the size of organisations in each sub sector is presented in Table 5.1 below.

TABLE 5.1: NUMBER OF ORGANISATIONS ACCORDING TO SIZE AND SECTOR (BASED ON EMPLOYEE NUMBERS) IN CASE STUDY DISTRICTS

Sector	Number in sample	0 to 10 employees	11 to 50 employees	50+ employees
Public Administration	4	0	0	4
Defence / security/fire	8	0	5	3
Education	27	6	11	10
Human health	18	2	11	5
Social work/care	23	11	8	4
Libraries & museums	10	5	4	1
Other	12	7	3	2
Total	102	30	43	29

5.2 Contribution of employment to rural economies

5.2.1 *Employment and pay levels*

Assessment of the contribution of employment to rural economies needs to consider the number of jobs as well as the salary scales for these posts. It is also important to consider the extent to which the sectors examined provide opportunities for part-time work and the proportion of jobs taken by men and women. An assessment of the ABI statistics for the four case study districts taken together shows that education accounts for 9 percent of the employment, health care for 6 per cent and social care for 4 per cent (Table 5.2). Compared to other rural sectors the average size of organisations in these sectors is large, ranging from 10 employees for libraries to 53 people for defence/security services.

In each case study, the district council is one of the largest employers although statistical sources may provide separate data on each of its workplaces. In North Norfolk the district council has 405 staff, although this number rises in summer months with seasonal employment. The salary levels tend to be above the local average with half the staff being in clerical positions with average salaries estimated by interviewees to be £18,000 per year and almost a quarter of staff in professional posts with average salaries estimated at £30,000. Similar proportions and salary scales are reported by other districts. However, in two of the district councils there is a higher proportion of staff in manual jobs on lower salary scales as these jobs have not been out-sourced. Public service salaries tend to be determined according to national bargaining, resulting in these jobs being more attractive in areas of low average salaries and conversely, less attractive in those rural areas that have high housing and transport costs.

TABLE 5.2: SECTORAL EMPLOYMENT BY WORKPLACE IN CASE STUDY DISTRICTS

	Total number of workplaces	Total employment	Average size of work place	% of all employment in selected districts
Public Administration	112	3343	30	2.9%
Defence security/fire /	68	3598	53	3.1%
Education	306	10316	34	8.9%
Health	219	7012	32	6.1%
Social work/care	298	4926	17	4.3%
Libraries & museums	61	607	10	0.5%
Other	152	1754	12	1.5%
Total	1216	31556	26	27.4%

Source: ABI

Interviewees report that a higher proportion of professional and managerial employees live outside the districts in which they work compared to lower paid staff. In the district councils surveyed only one third of employees worked part-time, a rate that is lower than all the other sectors in this survey. These part-time workers are also likely to be concentrated in particular activities such as leisure centres.

There has also been a trend in three of the district councils interviewed to transfer the housing stock out of the council, resulting in a decline in employment. In Craven District, this resulted in approximately 80 of the 150 employees transferring employment from the Council to a new housing organisation.

The defence/security/fire sector is very varied, ranging from small fire stations with 12 'retained' or part-time fire-fighters to 9300 employed at the airbases of Mildenhall and Lakenheath in Forest Heath District in Suffolk. However, statistical sources may not include all military personnel, particularly if they are US service personnel as is the case in Mildenhall and Lakenheath.

All rural fire fighters were found to be working part-time on a 'retained' status, while the proportion of part-time employees of the police force in the two cases studied is approximately 10 percent. The number of police force employees is reported to be increasing, mainly due to the introduction of Community Support Officers. In defence organisations there has been a small decrease in absolute numbers over the past 10 years combined with a greater use of Ministry of Defence civilians to deliver some services. However, interviewees also reported an increase in security staff at airbases following 9/11, resulting in 39 per cent of the workforce at one base being guards or police.

TABLE 5.3: FULL AND PART-TIME EMPLOYMENT IN EACH SECTOR IN CASE STUDY DISTRICTS

Sector	Average employment		Part-time employment as a % of total		% reporting change in employment		% reporting a change in part-time employment	
	<i>mean</i>	<i>median</i>	<i>mean</i>	<i>median</i>	<i>increase</i>	<i>decrease</i>	<i>increase</i>	<i>decrease</i>
Public Administration	378.0	446.0	36.6	32.6	25.0	50.0	0.0	0.0
Defence / security/fire	92.6	25.5	59.0	75.0	37.5	0.0	33.3	0.0
Education	81.3	32.0	49.2	40.3	59.3	7.4	51.9	11.1
Human health	86.9	10.0	64.2	75.0	44.4	11.1	22.2	0.0
Social work/care	47.3	44.0	54.4	50.8	30.4	4.3	17.4	8.7
Libraries & museums	24.6	18.5	79.3	93.8	50.0	0.0	30.0	0.0
Other	36.8	7.5	59.5	80.6	33.3	0.0	25.0	0.0
Total	76.4	26.0	57.5	58.3	43.1	6.9	30.4	4.9

TABLE 5.4: FULL AND PART-TIME EMPLOYMENT ACCORDING TO SIZE OF ORGANIZATION IN CASE STUDY DISTRICTS

Size of business (no. of employees)	Average employment		Part-time employment as % of total		% reporting change in employment		% reporting change in part-time employment	
	<i>mean</i>	<i>median</i>	<i>mean</i>	<i>median</i>	<i>increase</i>	<i>decrease</i>	<i>increase</i>	<i>decrease</i>
1 to 10	5.6	5.0	59.6	69.0	26.7	6.7	20.0	3.3
11 to 50	29.4	30.0	69.0	75.0	39.5	2.3	30.2	4.7
50+	219.1	130.0	36.5	33.4	65.5	13.8	41.4	6.9
Total	76.4	26.0	57.5	58.3	43.1	6.9	30.4	4.9

The education sample includes schools, colleges and adult education. The survey found that 59 per cent of organisations reported a growth in employment in the past three years. The size of schools ranged from a small primary school with 11 staff in total to a high school and college employing 650 people. One college was examined in detail and it was found that trained teachers/lecturers make up two thirds of this total with salaries of approximately £33,000, and senior staff earning approximately £50,000. These figures for teaching staff compare favourably with an average annual wage of £24,700 for full-time employees in the education sector in England as a whole (NES, 2003). The wages of staff with lower skill levels are less favourable. Clerical staff at the College staff earn approximately £13,000 while one quarter of staff are teaching trainees, earning £11,000 on average. Within one primary school, one third of the staff are teachers on salaries averaging £30,000, with the rest being assistants working part-time on £7 per hour (approximately £12,000 per annum). The teaching staff are more likely to live away from the community in which they work, thereby reducing the amount of money circulating in the local economy.

According to our case study findings (Table 5.3) in the education sector 49 per cent of employees work on a part-time basis. This figure is similar to the average proportion (51 per cent) for rural England (see Chapter 2). This proportion is slightly higher than the equivalent figure of 57 per cent for all public sectors and there is evidence to suggest that this proportion is likely to increase in education. In particular, there is a trend in

primary schools to increase part-time support teachers employed. This is part of Government initiatives on “Remodelling the Workforce” that can provide auxiliary posts, and more posts where there is a need to support pupils with learning difficulties or disabilities. In the case of the FE College, some 78 per cent of its staff working part-time.

Craven College provides a good example of the challenges facing rural education institutions and the approach it takes to overcome these challenges. The College covers a very large rural, sparsely populated, catchment area. It is caught between a duty to provide accessible lifelong learning for the population but with resources that places lower limits on the number of learners per class or course. The rural characteristics of the catchment area therefore places a large strain on resources. In order to face these challenges the College offers a flexible service with a large number of ‘out-centres’. In this way further education opportunities are available within 15-20 miles of all the population in the Yorkshire Dales. This requires a large number of part-time teaching staff.

Health care organisations reported an increase in employment as their work load is being increased and funding is provided to cater for this. There are also new roles for ‘nurse practitioners’. The GP surgeries ranged in size from 9 to 35 while the hospitals were employing between 150 and 1200 people. Of the 150 employees in the smaller hospital, 65 per cent are nurses and other auxiliaries with salaries approximately £15,000, 22 per cent (35 staff) are clerical/secretarial on average salaries of £12,000, with 10 per cent in management positions with salaries starting at £25,000. In the larger hospital, 70 per cent of the staff are in the ‘professional’ category with salaries averaging £40,000 per annum. The average annual salary of full-time employees in the health and social work sector, across England, was equal to £22,800 in 2003.

The care sector accounts for 4.3 percent of all employment in the case study districts, although this can vary from 2.2 per cent in Forest Heath to 7.4 per cent in North Norfolk where care homes attract a large proportion of residents from outside the district. Average salaries are particularly low in this sector as a majority of staff (75 per cent in one case examined in detail) are care assistants, cleaners and kitchen staff. The average salaries for these jobs are between £5 and £7 per hour. There is no evidence that salary levels are different in rural areas compared to urban areas. Professional nurses are on an average of £11 per hour and make up 20 percent of the staff. However hourly rates are rising in all areas as there are recruitment difficulties due to competition for staff.

Other public sector organisations such as libraries report growing employment as they respond to new government priorities and initiatives, such as Public Library Standards and the Government’s 10-Year Strategy for the library service. As a result of these initiatives there has been an increase in opening hours. A manager of a large public library viewed the changes as very positive. The changes introduced by central government demand that libraries respond to and meet a variety of targets and objectives. However, it also offers the potential for substantial increases in resources and a greatly improved service. These are likely to impact on rural economies in the form of increased employment, improved and enlarged services, and the potential for libraries to provide a greater focus for rural communities. The survey looked in detail at North Norfolk libraries and found that sixty per cent of staff are in the semi-skilled and trainee category with salaries of approximately £7 or £8/hr (£12,000 to £14,500 per annum). On average, 79 per cent of library and museum staff are working part-time.

5.2.2 Gender and employment

The gender balance in organisations differs between sectors (Table 5.5). In the sectors being studied there is generally a much larger proportion of women employed and overall a majority of them are working part-time. A notable exception to this pattern is found, not surprisingly in the defence, security and fire service sectors, where a large number of occupations are filled by men. The proportion of part-time work is higher in smaller organisations. Part-time work allows people to combine paid work with other household and domestic caring activities. This demonstrates the important role that these sectors have in complementing the economic and social contribution of households to rural economies. However, despite the fact that women make up 71 per cent of employment in these sectors, less than half of organisations have women in the leading roles (owners/ managers/ head teacher etc).

In the public administration organisations, 58 per cent of posts are filled by women and 42 per cent of these are part-time. However, in North Norfolk District Council the proportion of women in part-time posts was only one in five. In the defence/security/fire service sector, less than 10 per cent of employees are women on average. Within some parts of the defence sector women's employment is increasing as more partners of service personnel look for a second income for their household.

TABLE 5.5: GENDER AND EMPLOYMENT

Sector	% of women employed		% reporting change in the proportion of women		% of women working part-time		% of organisations with female managers/ owners
	<i>mean</i>	<i>median</i>	increase	decrease	<i>mean</i>	<i>median</i>	
Public Administration	57.5	56.5	50.0	0.0	42.0	32.5	25.0
Defence / security/fire	9.5	5.8	25.0	12.5	33.3	21.5	0.0
Education	72.5	81.8	7.4	18.5	63.7	61.0	40.7
Human health	81.6	80.0	22.2	16.7	70.3	78.6	55.6
Social work/care	89.9	92.3	21.7	8.7	62.0	61.1	78.3
Libraries & museums	73.0	80.0	30.0	0.0	95.0	100.0	40.0
Other	57.8	49.8	33.3	0.0	55.1	75.0	33.3
Total	70.7	80.0	21.6	10.8	63.5	66.7	47.1

An imbalance of gender is found in primary schools with approximately 90 per cent of staff being women and approximately half of them working part-time. In the GP practices, doctors are more likely to be men although all nursing and support staff are part-time women. In the hospitals surveyed 80 per cent of the staff are women.

In a social care organisation, 90 per cent of employees are women and three quarters of these women are working part-time. Nursery and child care tend to have only women employees, a majority of whom work part-time. In the libraries, 73 per cent employees are women with almost all of them part-time.

5.3 Recruitment, retention and training

5.3.1 Recruitment

The survey asked about the needs being faced by rural organisations and in particular the recruitment, retention and training issues (Table 5.6). With regard to recruitment, most organisations had faced recruitment problems at some point in time. This is particularly true in the case of those posts that require specific skills such as nursing. It is difficult to separate the national skill shortage factors from the specifically rural ones. However, it seems that in many cases what are national factors or shortages are compounded by rural characteristics such as large, sparsely populated geographical areas with typically poor access to transport and communications.

As the need for specific qualifications increases following government policy changes, this pressure increases and difficulties are faced in attracting people to travel longer distances to work, particularly in more remote rural locations with small pools of skilled labour. One district council was also concerned about the impact on the local economy of out migration of skilled young people who were brought up in the district. However, interviewees in Hambleton (Yorkshire) reported that rural areas can attract young working-age people because of the lower crime levels and good quality schools.

With the low salary levels found in the sectors being studied, many organisations have recruitment difficulties as house prices have been rising beyond affordable levels. These difficulties are accentuated in affluent areas as there are better job opportunities available elsewhere. The availability of lower skilled staff also depends on the dynamics of the local labour market. For example organisations in the Bury St Edmonds area of Suffolk had less difficulty in recruiting lower paid employees since the closure of local factories created a pool of highly localised available labour.

The North Norfolk District Council found that it was easier to recruit locally as they were paying national rates that makes local authorities more attractive than other local employers. However, all district councils interviewed experienced recruitment difficulties for professional posts particularly accountants, building control officers, planners and Environmental Health Officers:

“Professional and managerial staff have less competitive salaries and younger professionals view Cromer as a ‘rural backwater’- it’s a long way from anything else. It is also difficult to promote up the ladder, there are less opportunities as the authority is quite small. These people are more mobile and so once here they can easily move elsewhere.”

In the defence/security and fire sectors, only five of the eight organisations reported difficulties in recruitment. These were found in the fire service, particularly with regard to part-time ‘retained’ fire-fighters who have to pass rigorous medical tests, have the consent from other employers and live within five minutes of the station. In rural areas there is a smaller pool of people from which to recruit and fewer employers willing to release staff. In the defence sector there are difficulties in recruiting local specialist trades such as plumbers, electricians and mechanics, due to national skill shortages and low salaries. RAF Fylingdales has started an apprenticeship programme to fill the gaps. While the rural location can be an attraction, the isolation can put off younger people and those wanting local facilities. Transport is also an issue:

“The limited public transport locally prevents local people from taking lower paid jobs on the air base, such as food services and leisure. Moving around the base is quite difficult and it helps if you have your own transport.”

A secondary school found that the isolation of rural areas was not attractive to young professionals while a school in a ‘textile town’ found it hard to recruit because of the negative image of the area as well as other constraints faced by all rural schools. Secondary and primary schools reported difficulties in recruiting ‘dinner ladies’ and lunch time supervisors as the pay was poor, the timing inconvenient, responsibilities considerable and the difficulties of ‘minding teenagers’.

In the health sectors there are specific constraints concerning dispensary posts and nursing practitioners, although interviewees expected recruitment to become easier as newly qualified people would be available soon. There are difficulties in recruiting GPs as the rural location puts off some GPs. Among dental surgeries there are recruitment problems for both dentists and dental nurses.

Care homes reported difficulties in recruiting nurses, especially when there is competition from hospitals in the locality. In addition, social care organisations reported difficulty in recruiting people for the lower skilled posts such as care assistants, catering and cleaning staff where they were only able to offer low wages. In smaller rural communities, the labour pool is even more restricted creating specific problems for care homes:

“because of the small labour pool we sometimes have husbands, wives, daughters etc working together. This can impact on the residents because domestic problems can be brought into the work place and loyalties can be tested if there is abuse of residents ... they may try to cover up”.

Recruiting care assistants was also found to be difficult because of the ‘unsociable hours’ and the need for people with qualifications. For these employees, access to public transport is particularly important which is often lacking completely or not suited to the timing of shifts. One care home with 100 employees come up with a number of innovative ways to solve transport problems:

“We are in a small village and almost all the housing is privately owned stock costing between £400,000 and £500,000. There is very little council housing for our employees so we have to recruit from further afield. Lots of the staff do not have their own transport and here it is isolated with poor public transport. So we have had to purchase transport to bus employees in. We also have an onsite creche to help employees.... Unexpectedly, the residents have benefited too from seeing children”.

Similar constraints were identified by child care organisations.

“Some posts are hard to fill, the hardest to fill is cooking skills in the nursery. Now there are two cooks doing a job share, with one of them qualified. We put out adverts but none were replied to, and it was word of mouth that filled the vacancy. In rural areas recruitment generally is affected by transport issues. Staff travel by car or electric bikes. The train and bus timetables are not helpful and are only for day time shopping”.

Libraries found it hard to recruit librarians on lower pay scales as they may not be able to afford to buy a house in the area due to second home ownership and many retired people moving in. They also found it hard to recruit people on a part-time basis. For posts with specific skills they had to recruit outside the region. Similar issues were mentioned by a primary school and a GP practice which recommended greater provision of affordable housing.

In tourism related businesses such as race courses, the irregular and seasonal pattern of work, combined with low pay creates difficulties in recruiting cleaners and stewards.

5.3.2 Retention

Retention difficulties were reported to be less in rural areas than interviewees' experiences of urban areas, as people tended to be more loyal and wanted to work near their homes. Furthermore, there is less 'churning' of jobs compared to urban areas as it is difficult for employees to match their earnings elsewhere and there are fewer opportunities. However, this has the negative effect of reducing creativity and openness to change.

TABLE 5.6: PERCENTAGE OF ORGANISATIONS EXPERIENCING RECRUITMENT, RETENTION AND TRAINING DIFFICULTIES

Sector	% reporting recruitment difficulties	% reporting retention difficulties	Average % staff receiving training in past five years		% reporting difficulties in finding appropriate training locally
	%	%	Mean	Median	%
Public Administration	100.0	75.0	96.3	100.0	50.0
Defence / security/fire	62.5	50.0	100.0	100.0	25.0
Education	66.7	14.8	74.7	89.9	18.5
Human health	83.3	5.6	63.0	83.3	38.9
Social work/care	78.3	17.4	95.9	100.0	13.0
Libraries & museums	70.0	10.0	90.0	100.0	50.0
Other	66.7	33.3	62.2	64.3	25.0
Total	73.5	20.6	80.5	100.0	26.5

Size of business (employees)	% reporting recruitment difficulties	% reporting retention difficulties	Average % staff receiving training in past five years		% reporting difficulties in finding appropriate training locally
	%	%	Mean	Median	%

1 to 10	53.3	6.7	66.1	100.0	26.7
11 to 50	79.1	18.6	86.3	100.0	20.9
50+	86.2	37.9	87.8	100.0	34.5
Total	73.5	20.6	80.5	100.0	26.5

One care home commented *“we look for a caring attitude and find rural people to be good hearted and have good attitudes... rural staff also seem to be more loyal”*. The issue of loyalty was brought up by a hospital manager who stated: *“local staff are very loyal and very passionate about the local hospital”*. In the education sector, rural areas were also reported to have staff with more allegiance to their school as they usually lived close to their catchment area, a high proportion had children in the school and they did not tend to be so mobile or ready to move on as staff in urban areas. However, one school close to a military base had lost teachers who were partners of army personnel who had been transferred to other bases.

However, smaller childcare organisations reported a higher turnover of younger staff looking for promotion.

5.3.3 Training

The extent of training available to employees depends on the sector and the requirement for statutory training on health and safety, first aid and sector specific skills such as nursing. Larger organisations such as Craven District Council stress the importance of having a ‘Corporate Training Plan’ with all members of staff receiving training. More generic training in larger organisations such as care homes can be provided on site but for smaller organisations and for specialist skills, organisations in all sectors had to ask employees to travel further afield. For example, fire-fighters in Craven District have to travel one and a half hours and health and elderly care workers in North Norfolk have to travel to Norwich for much of their training which creates difficulties for those without access to cars. A railway museum also found that training for apprentices could only be found in Norwich, 20 miles away. Training providers have to balance the needs of the users, in terms of providing local training, with operating at an appropriate scale to achieve economies of scale.

Rural areas have less choice in terms of types of training and timing. One child care organisation could not find government funded courses in the evening, as nurseries were not willing to release their staff to go on day-time courses because of ‘operational requirements’. One GP practice has had to employ an IT consultant to ‘deal with our IT skills problem’. One interviewee found that there was a good supply of training but had had difficulties in tapping into it.

Rural organisations can also find it hard to develop cooperation between similar organisations in delivering training. One secondary school head teacher noted: *“it’s difficult working with other establishments to get shared professional development, there is not enough critical mass!”*

In Craven District, Yorkshire, the FE College has prided itself on finding creative ways to provide training to organisations in rural areas. However, they face particular challenges getting the critical mass of people in remote rural areas such as the Yorkshire Dales.

5.4 Use of contracted out services

Over the past 20 years there has been shift of many services from the public sector to private sector contractors. Using contractors can have implications for local, rural economies and communities. By contracting-out, a public sector organisation loses at least some control over who is employed, the conditions of work, and where resources are procured from. Whereas a public sector organisation such as a district council has greater responsibility for the welfare of the community and success of the local economy, a contractor may be more concerned with ensuring costs are minimised. In order to maintain its responsibility towards the local community and workforce, a public sector organisation may impose conditions on a contractor regarding procurement and employment. However, these conditions may be difficult to monitor and regulate as the public sector organisation loses direct control of the operation. Because of the implications of contracting-out it is useful to assess the extent to which it occurs within the public sector.

In all district councils interviewed, less skilled and manual jobs have been contracted-out to private organisations (Table 5.7). National statistics relating this employment would be classified under other sectors. Where district councils have had difficulties with recruitment, they have contracted-out the environmental health and planning activities to consultants. The survey found that in the larger organisations in the public administration and social care sectors, one in four were increasing the use of contracted-out services for cleaning and for agency staff.

TABLE 5.7: USE OF CONTRACTED-OUT SERVICES

Sector	% reporting an increase in the use of agency/ contracted out services	
	increase	decrease
Public Administration	66.7	0.0
Education	11.1	3.7
Human health	5.6	5.6
Social work/care	13.0	13.0
Libraries & museums	0.0	0.0
Other	16.7	0.0
Total	10.8	4.9

In the defence sector there was an increase in contracting-out in the 1980s and 1990s, although this is reported to have stabilised. Contractors are used for a wide range of technical and maintenance roles and range from the highly specialist engineers to manual workers. In one airforce base, these contractors make up 41 per cent of the workforce. A large proportion of these people previously worked as military personnel and have moved to the private sector while ensuring they keep their previous employment conditions under the TUPE regulations.

In the education sector, contracting-out tends to be for non-core activities such as cleaning and cooking. One college reported that they had taken cleaning and catering back 'in house' as they felt they could do better and recruiting these staff was not an issue.

In the care homes there was also reported to be an increase in the use of agency staff to cover holidays and vacancies:

“We have to maintain a certain level of staff but there was a time we had to use an awful lot of agency staff because of the difficulty in recruiting care assistants”.

The amount of agency staff can therefore vary dramatically from month to month and from year to year when there are difficulties in recruiting for specific positions. However, the survey found that three of the 23 care homes were making a conscious effort to reduce agency/contracted-out services with similar attempts being made by a Primary Care Trust. One respondent commented that the care home prefers to use its own, permanent, staff because this way it could be sure that the staff met its standards of care. Also, it was felt that residents felt more comfortable with familiar, permanent, staff rather than bank staff who may work in the home for only a short period of time.

Childcare organisations were found to have developed their own supply of flexible labour:

“We have about four or five bank staff, these are not agency staff... we found that agency staff were too expensive so two years ago we developed bank staff who are ‘in house’ part-timers who operate like supply staff but without the agency costs”

5.5 Contribution to local service provision

The extent to which services provided meet the needs of local people depends on the sector and activities being provided. The percentage of customers within a 10 mile radius was used as an indicator of the provision of local services (Table 5.8). In all the sectors, local users were the majority of customers although in the districts examined there are many activities aimed at tourists, particularly in summer months.

TABLE 5.8 AVERAGE PERCENTAGE OF CUSTOMERS WITHIN 10 MILES

Sector	<i>Average % of customers within 10 miles</i>	
	<i>mean</i>	<i>median</i>
Public Administration	55.0	55.0
Defence / security/fire	85.7	80.0
Education	89.0	99.5
Human health	76.3	85.0
Social work/care	95.1	100.0
Libraries & museums	68.8	80.0
Other	63.8	80.0
Total	82.9	95.0

In the public funded school education sector, all users are living in the local area and school staff recognise that working in rural areas has the benefit of being ‘close to the community’. This proximity can reduce the extent of competition between schools. However, one case reported that a neighbouring primary school in a market town had funding through a regeneration programme to set up a free nursery and this was drawing children away from their fee paying nursery and the primary school itself. The issue of competition for students between secondary schools was also raised, although in those rural areas where there is a lack of choice, schools are likely to be more closely

linked to their communities. In the private sector, the proportion of local pupils tends to be lower, with the school reporting 35 per cent of pupils living within 10 miles.

With regard to further education, Craven College serves a 600 square mile geographic area with a number of outreach centres serving the 1000 full-time and 8000 part-time students, a large proportion of whom are rural residents. This is in contrast to higher education establishments that might not have such localised catchments.

GP health services are only for patients living locally. Staff reported that rural surgeries are different to urban ones in that they know most of the patients and appreciate the 'community feeling'. One GP practice manager stated that the types of treatment are different compared to those in urban areas with concentrations of deprivation. She felt that her budget went further, although there was a higher proportion of the budget being spent on treatment for the elderly. Hospitals serve a wider area, although there is pressure to centralise services to urban areas. Rural hospitals and those in market towns report that they are highly valued by their local communities: *"People think of it as their hospital ... there are far fewer complaints and more plaudits than in urban areas"*.

Care homes tend to have a large proportion of their users coming from local areas. This is not surprising given that many users choose a care home in an area where they have lived or that they are familiar with. However, our interviews with care home staff show that although a significant proportion of residents have not previously lived in the area, they have chosen a particular home because their family has located locally. Care homes attract elderly people to these rural districts because the quiet rural location is preferred by residents, it provides opportunities for day trips and has lower crime levels. Case study interviews show the importance of the rural or scenic environment for attracting residents.

There are eight static public libraries in North Norfolk and two mobile ones visiting rural communities. The library service provides a range of services in addition to book lending such as a community information service, adult education especially IT, internet and computer access. Rural issues are considered in making changes to their services. For example, they had a review of the mobile library service to 'test the impacts of changes' but recognise that the mobile services do not have the computer and internet facilities of static libraries. Generally, lack of broadband is a particular constraint.

The contribution of museums was also examined. These play a vital role in supporting tourism and attracting people into an area, rather than directly serving local people's needs. Examples from the case study districts include a steam railway, a gas museum and several museums of local history.

5.6 Contribution to local economies through supply chains

The contribution of organisations located in rural areas can be increased through local buying. The average (median) amount of non-staff supplies purchased within 10 miles was found to be only 10 per cent although this was higher for education, social care and libraries (Table 5.9). The survey found that this varies widely with some of the larger public sector organisations and care homes tied into supply contracts with large or specialist organisations outside the district. However, 64 per cent of larger organisations (employing more than 50 people) stated that they had a commitment to

local sourcing compared to less than half of the other organizations (Table 5.10). The extent to which this ‘commitment’ translates into actions is varied but in most cases organisations still have to prioritise low prices over other criteria such as health or environmental benefits. In many cases it is a case of ‘*we buy locally where we can*’, - organisations choose local suppliers only when they compete on price and quality.

Many smaller organisations providing food for the users of their services, use local supermarkets for their supplies. While these businesses may contribute to local employment, their procurement policies neglect local suppliers and allow local spending to leave the rural districts. There was also a preference in some organisations to shop outside the locality where there are cheaper goods and perceived better quality.

TABLE 5.9 LOCAL SOURCING AND PROCUREMENT IN EACH SECTOR

Sector	Average % of non-staff supplies within 10 miles		% with a commitment to local sourcing	
	<i>mean</i>	<i>median</i>	No	Yes
Public Administration	15.0	15.0	25.0	75.0
Defence / security/fire	15.0	5.0	87.5	12.5
Education	43.7	20.0	40.7	59.3
Human health	9.9	5.0	50.0	38.9
Social work/care	44.8	40.0	30.4	69.6
Libraries & museums	41.0	20.0	40.0	50.0
Other	26.4	10.0	50.0	50.0
Total	32.5	10.0	44.1	52.9

TABLE 5.10 LOCAL SOURCING AND PROCUREMENT ACCORDING TO SIZE

Size of business	% with a commitment to local sourcing	
	No	Yes
1 to 10 employees	46.7	50.0
11 to 50 employees	48.8	46.5
50+ employees	34.5	65.5
Total	44.1	52.9

All four district councils interviewed were examining their procurement policies at the time of the survey. North Norfolk District Council was being helped by an external organisation carrying out a survey of money flows using the ‘plugging the leaks’ approach. This exercise had not been completed but much of the expenditure was on professional expertise not found in the district. Difficulties were also being experienced due to the complexity of having a policy on procurement that covers many separate and fragmented departments. Craven District Council has recently developed a corporate procurement policy:

“We make a big effort to buy locally all things being equal. Local sourcing is now written into the strategy... Best Value is no longer interpreted as the lowest cost but also brings in quality and environmental impacts”.

The defence security and fire service sectors have the smallest proportion of local sourcing and only 13 percent of organisations have any commitment local sourcing at all. With regard to the larger defence establishments, there is an enormous potential to use procurement to support their local economies, although at present the MOD buys supplies nationally. In addition to the purchases by the Ministry of Defence and the US Airforce, each base has supermarkets, private restaurants and leisure facilities. Lakenheath airbase is used by the US airforce which also provides schools and a hospital which import books and drugs from the US but use UK sourced foodstuffs. At present the US airforce is in discussions concerning the greater use of local high-tech firms in the Cambridge area. Forest Heath District Council was particularly keen to see greater national policy emphasis on encouraging both UK and US airbases to source locally. Private sector contractor businesses working on military bases have much greater flexibility concerning sourcing.

The US airbase also makes a contribution to the local property market though encouraging senior ranks to rent housing outside the base, either from large scale private housing suppliers or from independent landlords. This has the negative effect of raising rental and house prices beyond the reach of local people. Attempts to reduce this pressure by building houses is becoming more difficult as the MOD and US Airforce has to adhere to new planning regulations. There is concern amongst the MOD that the US Airforce will not take kindly to being instructed to build lower density housing and use public transport or bicycles.

Schools in the case studies were found to be using central purchasing organisations, operating at a regional or county level, which could offer better prices because of economies of scale. Building maintenance is one area which relies on local contractors. Fakenham High School and College in North Norfolk was exploring the use of locally sourced food as part of the 'Healthy Schools Initiative'. However they were concerned about the cost implications as catering works on very tight margins and felt that higher costs could not be justified. They felt it may only be sustainable if it was subsidised and tied into purchasing local organic food.

In care homes there are some activities such as laundry services that can be carried out locally. A distinction can be made between regular supplies and one-off large infrastructure investments. For example, one care home had given a contract for £200,000 to a local building firm. Similarly, hospitals can use local builders for maintenance and new buildings although most of their medical supplies buying is done at a county and national level.

At present public sector organizations such as libraries have their procurement controlled centrally or regionally in order to have economies of scale.

5.7 Wider impacts of organisations

The contribution of these sectors to rural areas also includes benefits in terms of building skills and experience, community cohesion and social capital. While these benefits may be intangible and be derived from informal interaction, there are a range of more formal activities that can promote these benefits. These are demonstrated in Table 5.11. In terms of building-up skills within their local communities, one third of organisations have apprenticeships and more than two thirds have student placements.

These are more common amongst larger organisations and in the health and social care sectors. Other activities commonly undertaken include supporting local groups (72 percent of organisations), environmental initiatives (60 per cent) and other charitable activities (90 per cent of organisations). For each of these activities larger organisations were more likely to be undertaking them than small organisations.

TABLE 5.11 PERCENTAGE OF ORGANISATIONS CONTRIBUTING IN DIFFERENT WAYS TO THEIR LOCAL COMMUNITY

Sector	Apprenticeships	Student placements	Support local groups	Environmental initiatives	Community relations/charitable activities	Local security	Other
Public Admin.	75.0	100.0	100.0	100.0	100.0	75.0	25.0
Defence security / fire	12.5	12.5	87.5	87.5	100.0	75.0	50.0
Education	18.5	77.8	70.4	77.8	88.9	44.4	40.7
Human health	33.3	83.3	61.1	50.0	83.3	27.8	22.2
Social work/care	60.9	82.6	65.2	43.5	82.6	30.4	30.4
Libraries & museums	20.0	50.0	80.0	30.0	100.0	20.0	10.0
Other	27.3	54.5	81.8	63.6	100.0	18.2	27.3
Total	33.7	70.3	72.3	60.4	90.1	36.6	30.7

Size of business (employees)	Apprenticeships	Student placements	Support local groups	Environmental initiatives	Community relations/charitable activities	Local security	Other
1 to 10	17.2	62.1	65.5	58.6	86.2	24.1	34.5
11 to 50	30.2	69.8	69.8	58.1	90.7	37.2	30.2
50+	55.2	79.3	82.8	65.5	93.1	48.3	27.6
Total	33.7	70.3	72.3	60.4	90.1	36.6	30.7

Schools considered themselves to be 'one of the focal points for the community'. They reported a range of community uses of their buildings in evenings with some charged at commercial rates and others at subsidised levels. Schools were also involved in fundraising activities and supporting environmental initiatives such as energy efficiency and anti-litter. One primary school has developed close links with a rehabilitation scheme for male offenders. It started with offenders doing voluntary decorating work but as the school had been unable to recruit cleaners, it now employs three offenders to clean as part of their rehabilitation scheme. While parents were concerned at the start, they have become more supportive as the offenders involved have to go through the usual vetting process, the scheme is overseen by the governor of the rehabilitation institution, children are not present when the cleaners are working and the parents are not willing to do the cleaning themselves.

Both GP surgeries and libraries stressed their important role as community centers offering wider benefits, particular to those who are more vulnerable or excluded. Hospitals also reported the important role that they play in their community and the support they receive from their local community.

Some organisations in the social work and care sectors can be considered as social enterprises (those organisations that have social aims and do not distribute profit to individuals). While these organisations may operate in a similar way to other private businesses, they may also have greater consideration of local community issues as part of their objectives. For example, a child care social enterprise stressed the importance of being an active part of their local community:

“The advantage of being in a rural location is the sense of community. We have pride in being a community nursery and we also get lots of referral for places because of this sense of community”.

The Royal British Legion care home contributes to the local community through encouraging student placements as a way of building up experience of young people, has a volunteer programme that brings people together and actively supports local British Legion groups. Volunteering is an important activity in building-up community cohesion and social networks.

Other social enterprises such as a local museum relied on volunteers to operate but could only open one day a week due to the shortage of volunteers. This was attributed to the small catchment area for volunteers in rural areas and the competition for voluntary workers from other local organisations.

5.8 Policy changes impacting upon organisations

Table 5.12 shows the proportion of organisations reporting growth in turnover/budget and profit/surplus in the last year. The growth of these sectors is shaped mainly by changes in public policy.

TABLE 5.12: PERCENTAGE OF ORGANISATIONS EXPERIENCING GROWTH

Sector	% reporting a growth of turnover/budget in the last year	
	No	Yes
<i>Public Administration</i>	50.0	50.0
Defence / security/fire	12.5	87.5
Education	51.9	48.1
Human health	27.8	61.1
Social work/care	30.4	60.9
Libraries & museums	80.0	20.0
Other	16.7	75.0
Total	38.2	56.9

The types of organisations examined include private and voluntary sector organisations as well as the public sector. For those organisations not in the public sector a large proportion rely on public sector contracts and so their businesses are affected by changes in public policy both in terms of the amount of funding available and the need to meet changing public sector targets.

The range and scale of local authority activities are directly linked to policy changes. In North Norfolk, for example, there have been increased opportunities through the North

Norfolk Market Towns Initiative although there have been reductions in funds for rural programmes with the loss of Rural Development Areas status. Local authorities are particularly affected by changes in central government targets:

“some targets are set by central government but we have our own local targets that relate to our priorities... these are derived from our community plan. There can be a conflict between our targets and the central government ones ... some central government ones are more about outputs than outcomes and they don’t always measure what we want to measure”.

Recent education policies influencing the organisations interviewed include ‘Inclusion Policy’ whereby schools integrate children with learning difficulties and educational needs, and the need to meet performance targets. The latter policy can increase standards but results in raising the stress levels of staff. One secondary school also reported having targets for providing educational facilities to the community not just to students.

Government initiatives in the education sector have resulted in an increase in non-teaching staff support. This trend is likely to continue particularly if teaching assistants are allowed to take classes in the future. One secondary school was finding difficulties implementing the ‘Workforce agreements’ to reduce non-teaching work currently done by teachers and increase the use of non-teaching assistants. This is a contractual obligation that will be increasingly difficult to meet particularly as the school is facing staff cut backs and a £300,000 to £400,000 reduction in funding.

FE colleges were critical of the frequent policy changes. There was a common complaint that educational priorities changed in tune with the current policy ‘fashion’. This was seen to be particularly problematic in the context of an educational establishment which requires long-term planning, where it takes a long period before resources can be transferred and successfully adjusted. While it is accepted that new initiatives could be positive, the lack of stability was generally to the detriment of education. It was also suggested that policy priorities were more geared towards deprived urban areas and hence various sources of discretionary funding were more likely to be directed at urban rather than rural areas. Several respondents felt that performance targets (with implications for mainstream funding allocation) gave an unfair bias in favour of urban establishments. The targets were based on benchmarks that do not take into consideration rural characteristics, in particular the higher cost of delivering to a wider geographical area. The targets are not able to discriminate between urban and rural areas, rural areas being less able to benefit from the concentration and pooling of resources.

In the health sector recent policy changes include the centralisation of some services and the changes to GP contracts and other NHS directives. Greater centralisation has implications for rural areas with sparse population. Legislation ensuring increased and quicker access within 24 or 48 hours has been accompanied by increases in funding. There has also been a new role created for Nurse Practitioners who will take over some of the responsibilities presently taken by GPs. Meeting targets also shapes the services offered, although each practice has to balance requirements against the needs of their patients:

“With targets, it depends on how you interpret it – we make them work for our needs...it is not that hard and fast...for example access rules state that you cannot make pre-bookable appointments but that is not possible for people who are working... it depends on what patients require... they may go to another practice”.

With pressure on district hospitals to reduce costs, the Cromer District Hospital in North Norfolk is now looking at possibilities of having closer ties with Norwich, reducing their minor injuries unit at nights and joining a local GP surgery. Recent legislation on ‘Continuing Care’ and ‘Intermediate Care’ encourage greater amounts of care in people’s own homes and services delivered locally rather than in hospitals. While these policies are meeting the needs of patients and reducing pressures on central hospitals, delivering these services in rural areas is considerably more expensive. The funding provided is not considered adequate to meet these additional costs.

Care homes are particularly vulnerable to changes in payment rates and the need to meet more stringent standards, without additional payment. This was identified as a reason for declining turnover and profits by one home. Interviewees also reported the increase in bureaucracy and paperwork following the National Care Standard resulting in greater staffing pressure, and the legal requirement that 50 per cent of staff have to have a NVQ2 by 2004.

Libraries have benefited from the policy of using libraries to host information desks for housing and adult education classes. Nationally libraries have to meet specific targets such as minimum number of opening hours, number of visitors per 1000 head of population, PCs per 1000 people and satisfaction rates. This has led to an increase in staff and/or a change in working patterns. Servicing rural areas can offer specific problems which may not be captured by the targets. One librarian stated:

“We are more aware of what customer needs are and so we need a balance between targets and maintenance of qualitative issues”.

5.9 Public sector support for rural communities

The proportion of organisations receiving public sector support for initiatives to promote rural economies is shown in the Table 5.13. Local authorities are important providers of support, although it is not possible to distinguish between subcontracting ‘service level agreements’ and more supportive grants, without detailed information. Business Link was the most frequently cited example of a support provider with 13 per cent of interviewed organisations using their services. This includes some schools working on enterprise development activities with pupils. This figure is similar to the national proportion of businesses using Business Link services.

TABLE 5.13: PERCENTAGE OF ORGANISATIONS RECEIVING ADVICE/GRANT SUPPORT FROM DIFFERENT SOURCES

Sector	Business Link	Objective 2,3,5b	DEFRA	Countryside Agency	RDA	Leader
	%	%	%	%	%	%
Public Administration	2	2	2	3	3	1
Defence / security / fire	0	0	0	0	0	0
Education	4	2	4	1	2	0
Human health	0	0	0	0	0	0
Social work/care	4	2	1	2	1	0
Libraries & museums	1	2	1	2	0	1
Other	2	1	1	0	1	0
Total	13	9	9	8	7	2

European funding was used by 9 per cent of the organisations. A museum reported having Objective 2 funding and a racecourse funded some redevelopments using grants from Objective 5b and English Tourism Board. Several care homes had received training as part of ESF funding through a local college. DEFRA was providing support both to businesses and to a primary school that had a grant from DEFRA for a woodland wildlife project.

The Countryside Agency was used by 8 per cent of the sample. A childcare social enterprise had received £25,000 from the Countryside Agency Vital Villages programme as well as an ICOF loan. The Countryside Agency was also funding a District Council through the Market Town Initiative and supporting rural housing. There are other sector specific grants given to museums or childcare organisations.

5.10 Other needs

Access to bus services and other public transport was commonly reported. It is particularly important for lower paid employees and those sectors that employ a large proportion of lower skilled people. One care home has bought its own transport for bringing staff in, although the possibility of using this transport as part of a community transport service has not been explored.

The lack of transport also affects users of services and limits opportunities. For example, a nursery had to return a lottery grant for after-school and breakfast clubs as they could not cover the costs of transporting the children in taxis accompanied by appropriately qualified nursery staff. It also restricts the opportunities for learners to take courses. One GP practice manager reported that buses were not running everyday and so people were not coming in for some services or did not come until they were very ill, resulting in higher costs to the health service. She recommended improved community transport.

For those with access to cars, there were complaints that working in rural areas resulted in more time travelling and a higher cost of fuel. One self-employed driving instructor also reported feeling isolated from colleagues.

Rural locations can lack the level of infrastructure found in urban areas. Several of the care homes complained of the lack of mains drainage, resulting in costs of emptying cess-pits and a health risk. This is particularly important in homes for the elderly where residents prefer baths to showers. A veterinary practice also raised this as a problem as well as the reliability of the electricity supply.

While broadband technology is becoming more widely available, it is very patchy and considered expensive by some users. A clear distinction can be made between the case study areas that are more accessible and those in more remote areas that have less infrastructure generally. Mobile libraries for example can be equipped with mobile phones and access to broadband, although the cost was considered too expensive to have this service in all mobile libraries. Where it is available, it was being used for training and accessing the static library resources and catalogues.

The sparsity and low density of population means that some services such as drug rehab and handicap treatment are being withdrawn from rural GP practices and moved to town areas as the rural practices do not have the resources to deal with these issues. The lack of critical mass of users in North Norfolk was also affecting the viability of the Minor Injury Unit at a Cromer District Hospital. Primary Care Trusts stressed the importance of their health promotion work to deprived groups. In rural areas, the sparseness of rural deprivation makes this much harder to address and is not taken into consideration by existing government policy.

The sparsity of population also restricts the ability to deliver training. Craven College has developed innovative ways of addressing this by having outreach centres and spreading its resources over a very wide geographic area. The viability of vocational training courses for the 14-19 age group is also questioned in more remote rural areas. In North Norfolk, students were being taken by bus to colleges in Norwich, part of a DFES funded Rural Norfolk Federation–Education link

Primary schools also face the sparsity of population constraint and many are facing declining pupil numbers due to local demographics. In more affluent areas, this can be accentuated as there are fewer young families and a tendency for 'professional families' to choose private education. One primary school had found that it was facing competition from a school in a market town which had used regeneration funding to offer subsidised nursery places for children that continued into the primary school. The demographic difficulties were reported to be alleviated in those locations where there has been house building, attracting families with young children. Staff in one primary school with a decline in numbers had decided to share the reduction of hours rather than reducing the total staff numbers. One larger secondary school perceived that their funding was being reduced in order to subsidise small rural primary schools.

One district council was also critical of the bias against rural areas in central government funding as a result of funding decisions based on the Index of Multiple Deprivation. This index identifies concentrations of deprivation, yet rural deprivation can be hidden because it does not tend to be as concentrated. Another council found that national policies were too generic:

“They do not take into consideration the added cost of operating in rural areas... To meet targets can detract from other issues that are important to rural areas Targets put us in a bad light. Maybe they need greater sophistication.”

Chapter 6

Conclusions and implications for policy

6.1 Introduction

This final chapter is concerned with identifying the main implications of the study for the Countryside Agency and other agencies concerned with the formulation and delivery of policies for rural economies, such as the Regional Development Agencies. This is done by first giving a brief summary of each issue, drawing upon the evidence from previous chapters, followed by suggested actions for both policy and further research.

6.2 Employment contribution

For the public service sectors, the growth in employment in most rural areas has been faster than that for all sectors, especially since 1997, and these sectors now account directly for just over a quarter of all jobs in rural areas. In these respects, rural areas are no different from urban areas and, if anything, the rate of growth of several public services (especially education) has been slightly slower than in urban areas. However, the study has shown that public service employment is relatively more important in terms of its share of total employment in some of the more peripheral regions (notably the North East, South West, and Yorkshire and Humberside) and in some of the remoter rural districts within regions (such as North Norfolk within the East of England).

One of the main benefits of the public services for rural economies is the range of jobs that they provide, extending from highly skilled professions on the one hand, through various levels of management, to lower skilled manual and clerical jobs on the other. Furthermore, sectors such as health and social care can provide job opportunities for lower skilled (and more likely to be disadvantaged) people living in rural areas, but also have the added advantage of generally providing some training as part of the job.

- *Action: Policies aimed at reducing rural social exclusion need to target the opportunities provided by the public services and prioritise the support needed to facilitate the recruitment and training of people from disadvantaged groups.*

These sectors also offer greater opportunities to work part-time than other sectors, allowing rural people to combine work in these sectors with other activities or domestic responsibilities. Women are more likely to take up part-time posts than men.

- *Action: Further research is required on how the portfolio of part-time jobs and other responsibilities impacts on rural economies, communities and households and the extent of any mismatch between the needs of employers and those of the workforce in this respect. More insights into the work experiences of women working part-time in the public services in rural areas would also be helpful.*

The analysis of gender differences shows that women tend to be concentrated in the health and education sectors, but tend to be in lower paid positions and under-represented in more senior and managerial positions. Moreover, the trends towards centralising certain services (e.g. health services) in the main urban centres within rural

areas is likely to make it more difficult for many women living in smaller settlements to access these positions.

- *Action: The extent to which these sectors can pay a 'living wage' that covers the extra costs of living in rural areas needs to be considered by policy-makers.*
- *Action: Programmes to encourage women into employment should recognise that these sectors can offer a route into employment but support is required to provide them with the skills and experience necessary to achieve higher salaries.*
- *Action: Support is also needed to cover the costs of childcare and transport as these can be major restrictions in taking-up lower paid work.*

It is evident from the geographical analysis that there are some 'hot spots' where a particular public service sector provides a larger proportion of jobs compared to elsewhere. This is particularly the case in the defence and higher education sectors.

Over a quarter of employment in the defence sector within England is located in rural areas, with much of it being concentrated in a limited number of locations. Policy changes by the Ministry of Defence and reductions in defence expenditure can have considerable adverse impacts on rural communities and, as has been shown, rural areas have suffered a faster rate of employment decline since 1997 than the country as a whole.

- *Action: The Countryside Agency, Regional Development Agencies and local authorities should be aware of these defence sector concentrations and ensure that national policy takes the local impact of any decline in employment into account.*

Similarly, the spending by Universities and Colleges and their students can have considerable impacts on rural economies. Higher education has been undergoing a rapid expansion in recent years and the rate of employment growth in rural areas has been more than double that in the country as a whole. This sector, therefore, is having a positive impact on those rural economies where university campuses have been established.

- *Action: Further research would be helpful on assessing the impact of higher (and further) education on rural economies, measuring the direct, indirect, and induced income and employment effects, as well as looking at the wider benefits in terms of supporting other rural businesses, creating new enterprise opportunities, and contributing to community development.*

6.3 Contribution to delivery of rural services

The public service sectors provide key services to rural populations particularly more disadvantaged groups such as the elderly, young, ill and socially excluded. However, their future prospects are closely tied to demographic and social changes occurring in rural areas. Thus with an ageing rural population, the demand for school education is decreasing whilst the demand for health and social care is increasing, resulting in a falling demand for teachers on the one hand but an increasing demand for nurses and care workers on the other.

It is clear from the study that a number of public service organisations in rural areas are facing particular challenges as a result of having to provide services to a sparsely distributed population and the pressures to centralise services to achieve critical mass and efficiency gains. The study has identified a few examples of how organisations are adopting innovative ways of responding to these challenges. For example, an FE college now delivers its courses by means of using a larger range of smaller sites, working flexibly with predominantly part-time staff.

- *Action: Policy-makers need to encourage innovative ways of offering public services where the population is sparse, building on existing good practice.*

The delivery of services by these sectors is also heavily influenced by changes in government policy. Interviewees in the survey were concerned that some policy measures did not take into consideration the difficulties and extra cost of delivering public services in rural areas. The sparsity of population and the lack of critical mass also makes delivery of many services uneconomic, unless the greater costs in delivering to rural areas are taken into consideration in funding decisions.

- *Action: Greater 'rural proofing' is therefore required with regard to setting targets and standards (in health, social care, and education), increasing the remit of organisations (e.g. schools, GP surgeries, home nursing), and centralising more specialist services in order to achieve economies of scale (e.g. more specialist health services and training provision).*

The ability to deliver services is also constrained by poor transport and other infrastructure. The lack of transport can reduce accessibility for users of the public services such as GP surgeries and education/training. The lack of other forms of infrastructure were reported, including poor mains drainage (a particular problem for care homes) and unevenness in the access to broadband technology.

- *Action: Policies to improve access to transport and other forms of infrastructure should consider the specific needs of users and employees of public service organisations*

6.4 Wider contribution to communities

The contribution of the public services depends on the extent to which procurement considers local suppliers. Larger national organisations are more likely to have centralised procurement, although many organisations are considering making more use of local suppliers. The survey has shown that 53 per cent had a commitment to the idea of local sourcing, although the amount actually bought locally is small. Local authorities in particular were committed to increasing local sourcing and the education and health sectors could prove important markets for local food producers and suppliers.

- *Action: Policy-makers should encourage greater emphasis on local and healthy procurement amongst public service organisations, particularly in the sectors examined in this report. For large scale organisations such as military bases and hospitals, a small change in supplying policy can have disproportionate local benefits.*

Contracting-out and externalisation of services can result in procurement approaches that neglect the wider benefits of using suppliers that promote local economies and the environment. This is more likely to occur where decisions about sub-contractors are based solely on price and where sub-contractors are encouraged to offer the cheapest competitive bid.

- *Action: Public sector organisations contracting-out services should be encouraged to consider wider social and environmental outputs when defining 'best value' and contractors should be encouraged to develop procurement policies that encourage sustainable economic development in rural areas.*

The contribution to local economies also depends on the extent to which employees are living and spending their incomes locally. Higher paid staff are more likely to live further from their place of work. With regard to military establishments the main inflow of resources into local economies is through house rental, but this can have negative implications in terms of pushing up house and rental prices.

The analysis of government VAT registration data has shown that the rate of growth of enterprises within the public services has been faster in rural areas than in the country as a whole. This is particularly the case in the education sector where the number of rural enterprises increased by more than 50 per cent between 1998 and 2003, suggesting that rural locations have been favoured by small education and training enterprises.

Organisations in the education, health, fire and police sub sectors are also playing a vital role with regard to community cohesion and building social capital. Based on the survey, one quarter of the organisations providing public services outside the public sector itself are social enterprises, many of which have wider social inclusion objectives in addition to the services they provide to disadvantaged groups.

- *Action: Policy-makers with an interest in rural regeneration and development (such as the Rural Development Agencies) should not overlook the important role of the public services within rural economies, including the opportunities that sectors like education and health and social care provide for the creation of both private and social enterprises.*
- *Action: Further research would be helpful to investigate the reasons for and implications of the growth of small enterprises in certain public service sectors in rural areas.*

6.5 Skills and recruitment issues

Recruitment difficulties are found for both high skilled and lower skilled posts. The former are hard to fill as there is a limited labour pool, while the latter are unattractive because of low pay. In some cases (e.g. the shortage of qualified nurses in care homes) these reflect national rather than specifically rural staff shortages, although for low paid jobs, there are rural factors at work. These include the 'transport trap' where salaries are too low to make car transport affordable but public transport is not available as required. Furthermore, public transport is not able to meet the needs of shift workers employed in remote locations.

- *Action: Transport constraints can be tackled by encouraging and supporting innovative approaches to meeting transport needs. Supporting organisations to set up their own community transport can help employees and provide services to people working elsewhere.*

Based on the views of managers, the survey found that the cost of housing is a major constraint in terms of recruiting both high and low skilled people, particularly where pay levels are set at national levels. This is a constraint in both the more accessible areas where commuters may push prices up, as well as in more remote areas where pressure is exerted by second home owners.

- *Action: There is a need to explore ways of ensuring public service staff have access to affordable housing and pay scales negotiated at a local or regional level.*

Difficulties in recruiting GPs can arise where there are small practices and the GP has to work on their own or in a small team. In such cases the responsibility and work load can be greater than larger practices. Interviewees felt that these rural issues were not being taken into consideration adequately in funding rural health services.

- *Action: There is a need to ensure that health spending policy carries out 'rural proofing', and considers the greater costs in delivering rural services.*

In the health, care and education sectors, recruitment problems have to be met by using agency staff or contracting-out work. While this is increasing in some organisations, in most it is stable or declining. Good practice examples of meeting labour shortages include having a bank of people who can be called upon and collaborating with similar organisations to share 'bank staff'. For example childcare social enterprises are being encouraged by DFES to establish 'consortia' with complementary organisations with whom they can share staff and ideas.

- *Action: Policy-makers should encourage organisations facing short term labour shortages to collaborate to share 'bank staff'.*

Employers in rural areas generally report fewer staff retention problems and higher levels of loyalty than their urban counterparts. Exceptions to this are in those rural areas close to military establishments where a large proportion of partners of military personnel are reported to be working in the health, social care and education sectors and are likely to move out of the area.

- *Action: Closer co-operation between Ministry of Defence community outreach staff and local authorities should be encouraged to address issues of instability that may arise in rural labour markets as a result of movements of military personnel.*

The provision of 'off the job' training is a problem for many rural public service organisations, largely because of the time and cost involved in sending staff on courses in urban centres. This can lead to rural staff receiving less training than their urban counterparts and is another area where innovative solutions are needed.

- *Action: Policy-makers and public service employers need to find innovative ways of providing training for public service workers in rural areas, including encouraging greater collaboration between organisations in the use of shared training schemes.*

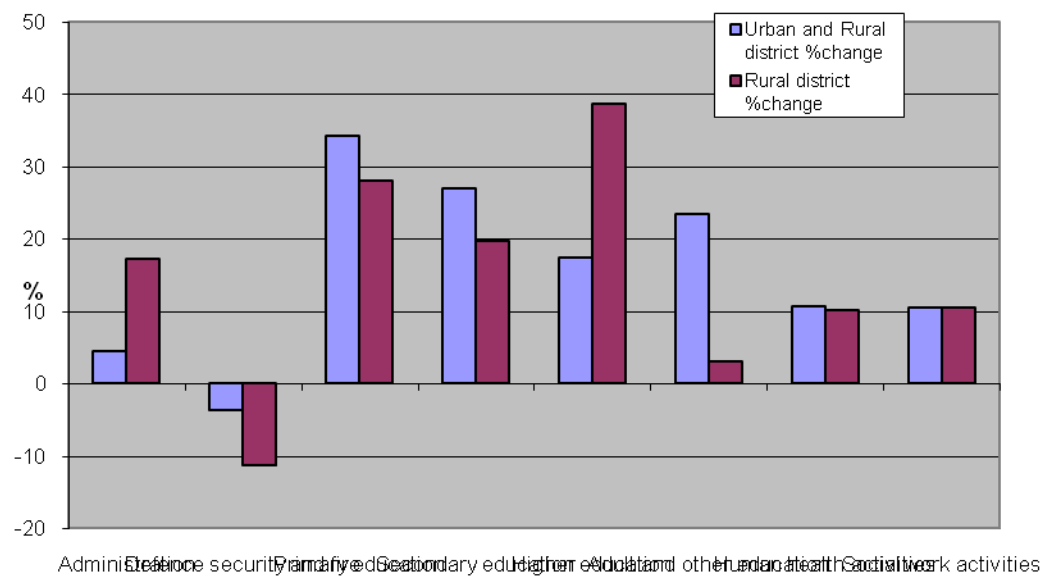
6.6 Support needs

The average size of organisations in the public service sectors is larger than other sectors. This is reflected in their different support needs. Access to training, human resource issues and recruitment were key issues reported by interviewees.

- *Action: The most appropriate forms of business and organisational support need to be identified. Business Link organisations may have a role to play but may not be suitable for larger organisations.*

Of the non-public sector businesses interviewed, one quarter were operating as social enterprises or 'not for profit' organisations. These types of businesses have wider social aims that can result in a wide range of additional community benefits, although they have specific support needs.

- *Action: Business support providers need to recognise the particular constraints faced by rural social enterprises and identify appropriate ways of meeting their needs.*



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APPENDIX I: LIST OF KEY INFORMANT ORGANISATIONS

NATIONAL ORGANISATIONS

Ministry of Defence, Head of Environmental Strategy
Rural Health Forum/Institute of Rural Health
Local Government Association (Economic Development)
UNISON
Federation of Small Businesses
British Chambers of Commerce
Learning and Skills Councils
Sectors Skills Life Long Learning
Low Pay Commission
Countryside Agency Services Branch

REGIONAL AND LOCAL ORGANISATIONS (East of England and Yorkshire & Humberside)

Forest Heath District Council
North Norfolk District Council
Hambleton District Council
Craven District Council
Fakenham High School and College
Mill Hill Primary School, Hambleton
St Stephen's Catholic Primary School, Craven
South Craven School
Craven College
North Allerton College
Cromer District Hospital
South Tees Hospital Trust,
Suffolk West Primary Care Trust
Threshfields Care Court
Mildenhall Air Base
RAF Fylingdales,
Norfolk Library Service
North allerton Public Library
North Norfolk Railway
Fakenham Museum of Gas and Local History
Sherringham Museum
Cromer Museum
Racecourse Holdings Trust (Newmarket RaceCourse)
Royal British Legion

APPENDIX II REGIONAL TABLES

TABLE II.1: SECTORAL SHARES OF EMPLOYMENT IN RURAL DISTRICTS FOR 2002
Percentages and absolute numbers ('000)

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health ('000) *	30.5	124.2	113.9	110.1	139.0	194.6	276.5	380.4	1368	5626
As % of Employment in All Sectors	33.2%	25.2%	27.7%	25.5%	22.8%	22.9%	28.4%	25.1%	26.1%	25.4%
Public Admin, Defence, etc (SIC75) as % of Employment in All Sectors	8.5% (7.8)	4.2% (20.4)	6.2% (25.7)	4.2% (18.3)	4.3% (26.2)	4.4% (36.8)	5.7% (55.6)	4.6% (70.1)	5.0% (260.9)	5.0%
Education (SIC80) as % of Employment in All Sectors	10.1% (9.2)	9.5% (46.8)	8.9% (36.6)	9.3% (40.6)	7.9% (47.9)	7.4% (62.8)	9.2% (89.7)	8.7% (131.7)	8.9% (465.3)	8.7%
Health and Social Work (SIC85) as % of Employment in All Sectors	13.1% (12.0)	10.3% (50.9)	11.6% (47.8)	10.4% (45.1)	9.4% (57.1)	9.9% (83.6)	12.2% (118.6)	10.4% (158.2)	10.9% (573.3)	10.6%
Library, Museum, Sports Arenas, (SIC92) as % of Employment in All Sectors	1.1% (0.9)	0.8% (3.7)	0.6% (2.3)	0.8% (3.4)	0.8% (5.1)	0.8% (7.2)	0.9% (9.1)	1.0% (14.8)	0.9% (46.5)	0.7%

Source: Annual Business Inquiry

* The figures in the top row also include employees in sectors 9000 (sewage/refuse disposal) and 9303 (funeral and related) for which separate rows have not been included.

TABLE II.2: EMPLOYMENT UNITS IN RURAL DISTRICTS FOR 2002

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	1090	4515	3846	4238	6307	8091	10899	14072	53058	175277
As % of Units in All Sectors	12.0%	10.2%	9.6%	9.0%	9.6%	8.5%	9.9%	8.3%	9.1%	9.2%
Proportion of employment in units of:										
1 – 10 employees	7.5%	8.6%	7.2%	8.8%	10.9%	9.8%	9.1%	8.4%	8.9%	7.2%
11 – 49 employees	35.6%	33.2%	32.9%	35.0%	39.1%	36.6%	36.7%	33.0%	34.9%	28.1%
50 – 199 employees	30.4%	29.1%	30.7%	30.4%	28.7%	29.6%	30.7%	30.6%	30.0%	28.6%
200+ employees	26.6%	29.1%	29.3%	25.8%	21.4%	24.1%	26.0%	28.1%	26.3%	36.2%
Proportion of total units:										
1-10 employees	47.9%	52.8%	48.8%	51.2%	53.7%	54.5%	51.7%	53.1%	52.5%	51.4%
11-49 employees	41.1%	37.2%	39.4%	38.5%	37.9%	36.3%	38.6%	36.1%	37.5%	36.3%
50-199 employees	9.4%	8.7%	10.3%	9.0%	7.5%	8.2%	8.5%	9.4%	8.8%	10.4%
200+ employees	1.6%	1.3%	1.5%	1.3%	0.9%	0.1%	1.3%	1.5%	1.3%	1.8%

TABLE II.3: GENDER DIVISION OF EMPLOYMENT IN RURAL DISTRICTS FOR 2002
(Male% / Female%)

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	32/68	27/73	28/72	27/73	27/43	27/73	29/71	29/71	28/72	30/70
Public Admin, Defence, etc (SIC75)	58/42	50/50	52/48	56/44	52/48	54/46	55/45	55/45	54/46	53/47
Education (SIC80)	25/75	24/76	24/76	23/77	24/76	23/77	25/75	26/74	25/75	28/72
Health and Social Work (SIC85)	20/80	16/84	15/85	14/86	15/85	14/86	16/84	17/83	16/84	18/82
Library, Museum, Sports Arenas, (SIC92)	45/55	42/58	44/56	45/55	48/52	43/57	46/54	44/56	45/55	46/54

Source: Annual Business Inquiry

TABLE: II.4 PROPORTION OF FULL-TIME EMPLOYMENT BY SECTOR IN 2002 FOR RURAL DISTRICTS

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	62%	54%	51%	51%	53%	53%	50%	56%	53%	57%
Public Admin, Defence, etc (SIC75)	84%	78%	71%	78%	76%	78%	78%	78%	77%	78%
Education (SIC80)	52%	49%	42%	45%	47%	47%	42%	52%	47%	51%
Health and Social Work (SIC85)	54%	48%	45%	45%	47%	47%	43%	49%	47%	52%
Library, Museum, Sports Arenas, (SIC92)	54%	46%	43%	39%	42%	44%	44%	45%	44%	47%

Source: Annual Business Inquiry

TABLE II.5: PROPORTION OF MALE AND FEMALE EMPLOYEES WORKING FULL-TIME IN RURAL DISTRICTS IN 2002
(Male ft / Female ft, as percentage of all Male / Female Employees)

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	83/51	78/45	76/40	77/41	76/40	79/44	74/41	78/47	77/44	78/48
Public Admin, Defence, etc (SIC75)	95/69	92/64	88/53	89/64	90/61	90/63	90/64	90/64	90/63	91/64
Education (SIC80)	70/47	71/42	64/35	68/38	67/41	70/40	64/35	71/46	68/41	69/45
Health and Social Work (SIC85)	76/49	71/44	71/41	70/40	68/43	73/43	63/40	73/44	70/42	73/47
Library, Museum, Sports Arenas, (SIC92)	70/42	64/33	59/31	55/25	54/32	61/32	60/30	60/33	61/32	61/35

Source: Annual Business Inquiry

TABLE II.6: EMPLOYMENT CHANGE IN RURAL DISTRICTS 1997-2002
percentage change and (absolute change)

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health *	2.7% (793)	23.6% (23732)	17.2% (16686)	20.2% (18519)	7.0% (9072)	19.7% (32036)	12.5% (30747)	5.1% (18859)	12.3% (148689)	15.0%
Public Admin, Defence, etc (SIC75)	21.2% (1366)	14.3% (2556)	26.2% (5328)	4.0% (710)	16.4% (3699)	18.9% (5836)	-4.6% (-2656)	-13.6% (-11113)	2.4% (5833)	1.7%
Education (SIC80)	0.8% (71)	49.1% (15418)	29.8% (8403)	39.4% (11497)	3.8% (1762)	23.8% (12080)	22.8% (16619)	19.6% (21886)	22.8% (87738)	26.0%
Health and Social Work (SIC85)	-1.7% (-207)	10.8% (4959)	14.0% (5873)	14.0% (5535)	5.0% (2697)	18.4% (12999)	16.4% (16669)	4.4% (6828)	10.6% (55355)	14.2%
Library, Museum, Sports Arenas, (SIC92)	-11.1% (-121)	29.8% (856)	-38.5% (-1457)	6.8% (220)	32.3% (1252)	16.5% (1021)	7.1% (603)	12.6% (1653)	9.4% (4017)	8.6%

Source: Annual Business Inquiry

* The figures in the top row also include employees in sectors 9000 (sewage/refuse disposal) and 9303 (funeral and related) for which separate rows have not been included.

TABLE II.7: CHANGE IN THE NUMBER OF EMPLOYMENT UNITS IN RURAL DISTRICTS 1997-2002
percentage change and (absolute change)

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	18.3% (169)	5.3% (227)	-4.8% (-193)	No Change (-2)	5.9% (350)	8.5% (634)	-0.5% (-55)	3.7% (497)	3.2% (1627)	3.1%
Public Admin, Defence, etc (SIC75)	-6.7% (-13)	-15.6% (-101)	-13.1% (-68)	-8.5% (-43)	9.7% (79)	28.0% (257)	-4.4% (-63)	4.8% (72)	1.8% (120)	9.0%
Education (SIC80)	29.4% (62)	38.7% (430)	8.7% (84)	11.7% (142)	10.8% (178)	17.2% (341)	12.0% (316)	8.3% (291)	13.9% (1844)	11.6%
Health and Social Work (SIC85)	28.4% (108)	-3.7% (-74)	-2.9% (-57)	-1.3% (-26)	6.6% (177)	0.8% (28)	-0.4% (-20)	1.8% (129)	1.1% (265)	-0.1%
Library, Museum, Sports Arenas, (SIC92)	22.2% (18)	29.7% (-39)	-34.1% (-140)	-22.2% (-86)	-19.4% (-104)	No change	-25.1% (-262)	-4.0% (-41)	-14.8% (-654)	-14.8%

Source: Annual Business Inquiry

TABLE II.8: VAT REGISTERED ENTERPRISES IN RURAL DISTRICTS 2003

No. of enterprises in 2003
% change 1998-2003

	NE	NW	YH	WM	EM	E	SW	SE	ENGLAND (Rural)	ENGLAND (All areas)
All Public Admin, Defence, Education & Health	675 4.7%	2820 5.8%	2745 5.0%	3470 7.8%	4520 11.6%	6795 4.9%	7953 5.1%	15220 9.8%	44198 7.5%	136260 4.3%
Public Admin, Defence, etc (SIC75)	570 1.8%	2385 3.7%	2355 1.9%	2980 6.2%	3830 7.3%	5940 2.0%	6850 3.6%	13540 8.3%	38450 5.4%	121960 2.5%
Education (SIC80)	45 50.0%	245 44.1%	175 52.2%	265 43.2%	390 66.0%	440 63.0%	540 52.1%	910 49.2%	3010 52.8%	6420 40.7%
Health and Social Work (SIC85)	60 9.1%	190 -2.6%	215 13.2%	225 -2.2%	300 22.5%	415 7.8%	610 2.5%	770 2.7%	2785 5.3%	7880 2.7%

Source: VAT Registration Data

APPENDIX III: REGIONAL LOCATION QUOTIENT TABLES

In order to identify concentrations of employment in the various sectors within the rural districts of the eight English regions, we have calculated location quotients at the district level. Two kinds of location quotient have been used. First, we have calculated employment quotients, based on comparing the share of each district's employment in a given sector with that of all rural districts within the region. This enables us to identify those districts which have an above average share (i.e. $LQ > 1$) of employment in the given sector compared with rural districts in the region as a whole. Second, we have calculated employment unit quotients, based on comparing the share of employment units in each district in a given sector with that of all rural districts within the region. Whilst there is invariably a strong association between the two kinds of quotient, it is worth comparing them carefully in order to identify those districts with concentrations of employment in a few large units (i.e. where the employment quotient is significantly higher than the employment unit quotient) and conversely, those districts where there is a large number of small employment units in a sector (i.e. where the employment unit quotient is significantly higher than the employment quotient).

TABLE III.1: NORTH EAST: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u):quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Alnwick	1.13	1.04	1.48	1.45	1.46	0.87	0.88	0.16	1.22	1.26
Berwick-upon-Tweed	0.98	0.64	1.03	0.28	1.16	0.42	1.74	0.93	1.21	1.1
Castle Morpeth	1.19	1.41	1.54	2.17	1.66	2.31	0.62	0.03	0.9	0.92
Teesdale	0.74	0.75	0.65	0.47	0.49	0.94	0	0	0.73	0.82
Tynedale	1.03	0.90	0.94	0.54	0.78	0.63	0.82	0.99	0.95	1.09
Wear Valley	0.85	0.95	0.45	0.64	0.57	0.42	1.7	2.84	1.02	0.87

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Alnwick	1.09	0.98	0.72	0.23	0.95	0.22	1.01	0.78	0.95	1.51
Berwick-upon-Tweed	1.08	0.66	0.71	0.22	0.67	0.21	0.8	0.68	0.94	1
Castle Morpeth	0.58	0.35	2.04	3.1	1.35	3.38	1.34	1.37	0.67	0.14
Teesdale	1.7	1.6	0.9	0.04	1.19	0.6	0.66	0.4	0.4	1
Tynedale	0.64	0.84	1.35	0.98	0.83	0.26	0.97	1	1.48	1.94
Wear Valley	1.41	1.77	0	0	1.06	0.25	1.04	1.12	1.02	0.65

	Social Work		Refuse, etc.		Libraries, etc.		Sport		Funeral Services	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Alnwick	1.07	1.5	1.13	1.22	0.79	0.87	1.22	1.1	1.51	1.17
Berwick-upon-Tweed	0.69	0.46	1.4	2.1	1.44	1.04	1.2	0.74	1.49	2.02
Castle Morpeth	1.23	0.77	0.6	0.3	1.03	1.34	0.86	0.39	0.8	0.29
Teesdale	0.79	0.74	1.41	2.69	0.49	1.01	0.25	1.17	1.41	1.41
Tynedale	1.19	1.21	1.32	0.89	1.6	0.71	1.04	1.45	0.53	0.87
Wear Valley	0.8	1.15	0.36	0.52	0.26	1	1.18	1.17	0.97	1.12

TABLE III.2: NORTH WEST: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u):quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Allerdale	1.33	0.98	2	1.16	1.66	1.2	1.28	1.37	1.87	1.21
Chester	1.25	1.05	1.41	1.34	1.34	1.78	0.77	1.05	0.78	0.72
Congleton	0.75	0.77	0.65	0.87	0.55	0.21	0.85	0.09	0.68	1.02
Copeland	1.52	0.96	1.47	0.73	1.77	1.27	2.23	0.82	2.29	1.04
Crewe and Nantwich	0.86	1.01	1.26	1.41	0.79	0.85	1.21	1.15	0.64	0.81
Eden	1.08	0.96	1.12	1.32	1.92	2.31	0.59	0.36	1.89	1.2
Ellesmere Port and Neston	0.91	0.67	0.87	1.12	0.16	0.16	2.15	0.43	0.99	0.88
Lancaster	0.98	1.50	0.56	0.73	1.11	1.52	0.37	1.38	0.72	0.96
Pendle	0.82	0.87	0.65	0.99	0.61	0.55	0.57	1.81	0.73	1.2
Ribble Valley	0.79	0.92	0.59	0.34	0.28	0.16	0.65	0.62	0.64	0.97
South Lakeland	1.1	0.95	0.99	0.77	1.44	0.75	0.58	0.65	1.18	0.99
Vale Royal	0.85	0.88	0.86	0.97	0.52	0.97	1.37	1.01	0.63	0.99
Wyre	0.82	1.11	0.6	0.88	0.63	0.48	1.25	1.67	0.66	1.59

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Allerdale	1.09	0.76	0.39	0.45	0.92	0.69	1.1	0.78	0.89	1.17
Chester	1.23	0.71	2.14	1.29	1.3	1.38	1.68	1.27	1.04	0.53
Congleton	0.9	1.27	0.2	0.46	0.7	0.36	0.76	0.33	0.89	1.16
Copeland	1.46	0.66	1.37	0.08	1.02	0.89	1.25	1.37	1.11	0.44
Crewe and Nantwich	1.04	1.02	0.93	0.47	1.22	0.72	0.91	1.37	0.97	1.6
Eden	0.8	0.46	0.82	0.78	0.97	1.26	0.7	0.7	1.59	1.78
Ellesmere Port and Neston	1.08	1.12	0	0	0.8	1.05	0.96	0.26	1.29	0.43
Lancaster	0.99	1.5	1.18	3.62	1.07	1.48	0.99	1.74	0.98	0.5
Pendle	0.86	0.95	1.04	0.97	0.78	0.34	0.95	0.73	0.34	0.64
Ribble Valley	1.08	1.08	1.2	0.16	0.84	0.67	0.89	1.61	0.58	0.81
South Lakeland	0.87	0.98	1.46	0.65	1.49	1.13	0.87	0.78	1.04	1.4
Vale Royal	1.03	1.22	0.94	0.72	1.03	1.43	0.9	0.48	1.33	1.67
Wyre	0.76	0.96	0.77	1.44	0.4	0.71	1.02	0.97	0.87	1.23

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		Funeral Services	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Allerdale	1.02	1.42	1.05	0.92	1.43	0.67	0.87	0.77	2	2.32
Chester	1.12	0.65	1.63	1.02	1.76	1.15	1.05	0.65	1.21	0.93
Congleton	0.78	1.2	1.27	0.56	0.5	1.05	1.25	2.07	0.83	0.48
Copeland	1.21	0.96	1.11	1.98	1.88	0.55	0.84	0.27	2.62	2.14
Crewe and Nantwich	0.79	0.81	0.8	0.65	0.34	0.35	1.01	0.86	0.95	1.16
Eden	0.81	1.05	0.29	0.23	1	0.66	0.4	0.12	0.69	0.94
Ellesmere Port and Neston	0.84	0.8	2.13	2.06	0.73	0.84	0.49	1.65	1.13	0.58
Lancaster	1.41	1.13	0.54	1.57	1.05	1.35	0.99	0.82	0.43	0.46
Pendle	0.97	0.89	0.7	0.31	0.86	0.61	0.51	0.84	1.11	1.64
Ribble Valley	0.86	0.82	1.29	0.62	1.1	0.64	0.59	0.48	0.77	0.37
South Lakeland	1.2	1.43	0.64	0.34	1.12	2.62	1.05	1.08	0.57	0.7
Vale Royal	0.82	0.97	0.93	1.17	0.81	0.84	1.47	0.85	0.8	1.15
Wyre	0.96	1.13	1.14	1.28	0.63	0.72	1.61	2.78	0.82	0.54

TABLE III.3: YORKSHIRE & HUMBERSIDE: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Craven	0.94	0.78	1.30	0.41	0.49	0.12	1.85	0.35	1.17	0.85
East Riding of Yorkshire	0.95	1.26	0.66	2.09	0.89	1.09	0.96	0.74	0.93	1.33
Hambleton	1.07	1.30	1.42	1.53	1.64	1.93	1.37	1.01	1.21	1.27
Harrogate	1.01	0.95	0.73	0.46	0.82	1.11	1.42	1.49	0.88	0.67
North Lincolnshire	1.01	0.79	1.30	0.56	0.85	0.48	0.95	1.56	0.99	0.82
Richmondshire	1.11	1.03	1.18	0.36	2.84	3.75	0	0	1.23	1.24
Ryedale	0.92	0.77	0.88	0.3	0.68	1.09	0	0	0.96	0.69
Scarborough	1.18	0.98	1.29	0.41	1.32	0.66	1.29	2	0.94	0.91
Selby	0.86	0.58	1.15	0.54	0.42	0.11	0	0	1.14	0.89

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Craven	1.11	1.06	0.32	3.91	0.64	0.37	1.03	0.88	0.40	1.01
East Riding of Yorkshire	1.01	1.17	0.67	1.18	0.85	0.9	1.06	1.09	1.05	1.11
Hambleton	0.68	1.26	0.24	0.12	1.38	2.02	0.77	1.24	1.59	1.47
Harrogate	1.24	0.92	1.85	1.19	1.36	1	1.07	1.08	1.08	1.33
North Lincolnshire	1.05	0.92	0.83	0.09	1.23	1.14	1.01	0.94	0.55	0.42
Richmondshire	0.97	0.93	0	0	0.53	0.14	0.96	0.79	0.81	1.18
Ryedale	0.96	1.23	1.00	0.22	0.79	0.9	0.76	0.62	1.68	1.27
Scarborough	0.90	0.7	2.02	1.25	1.01	1.37	1.08	1.18	0.66	0.67
Selby	0.76	0.57	1.31	1.45	0.54	0.21	0.99	0.56	1.24	0.69

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		<i>Funeral Services</i>	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Craven	0.83	0.57	0.66	2.24	1.73	0.93	0.74	0.61	0.69	0.4
East Riding of Yorkshire	1.05	1.14	1.17	0.48	0.18	0.1	0.84	0.54	1.52	1.41
Hambleton	0.89	0.89	0.90	1.86	1.53	2.06	1.48	1.93	1.02	0.73
Harrogate	1.06	1.18	0.64	0.76	0.75	1.43	0.97	2.18	0.66	0.95
North Lincolnshire	0.95	0.77	1.31	1.29	1.24	1.07	0.65	0.63	0.71	1.11
Richmondshire	0.96	0.77	1.00	0.58	1.72	0.8	1.58	0.53	1.03	1.35
Ryedale	0.70	0.84	1.15	1.2	2.50	3.37	1.75	0.97	0.36	0.07
Scarborough	1.51	1.48	0.85	1.16	1.36	0.95	1.02	0.98	1.20	1.19
Selby	0.64	0.62	1.24	0.57	0.47	0.28	0.86	0.28	1.05	0.4

TABLE III.4: WEST MIDLANDS: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bridgnorth	0.92	0.81	1.51	0.91	0.96	1.77	1.6	0.14	0.94	0.93
East Staffordshire	0.94	0.99	1.08	0.81	1.16	0.81	0.91	1.8	0.83	0.87
Herefordshire, County of	1.05	1.10	0.99	0.92	0.99	0.67	0.98	2.05	0.92	1.18
Malvern Hills	0.98	1.02	0.69	0.61	0.76	0.37	0	0	0.98	1.69
North Shropshire	1.17	0.95	1.56	0.53	1.18	1.81	3.15	0.25	0.93	0.87
North Warwickshire	0.94	0.55	0.67	1.01	0.75	0.2	0	0	1.48	0.68
Oswestry	1	1.08	1.17	1.11	0.41	0.17	2.75	0.83	0.93	0.77
Shrewsbury and Atcham	1.4	1.51	1.45	1.97	1.37	1.23	1.91	3.75	1.15	0.88
South Shropshire	1.01	0.93	1.02	1.34	0.89	0.23	1.97	0.21	1.09	1.21
South Staffordshire	0.97	1.16	1.03	0.69	1.02	1.25	0	0	0.84	1.34
Staffordshire Moorlands	1.04	1.15	1.12	0.73	1.19	2.1	2.26	0.17	1.13	1.29
Stratford-on-Avon	0.9	0.64	0.56	0.61	0.93	0.39	0.57	0.1	1.17	0.63
Wychavon	0.81	0.90	0.9	1.49	0.97	1.9	0	0	0.79	0.96

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bridgnorth	0.68	0.83	0.37	0.08	1.23	1.46	0.67	0.41	1.02	1.54
East Staffordshire	0.96	1.01	0.42	4.12	0.88	0.56	1.25	1.3	1.07	0.68
Herefordshire, County of	0.75	0.75	0.79	0.13	1.3	1.66	1.01	1.27	1.09	1.27
Malvern Hills	1.19	1.53	1.04	0.13	1	0.38	1.14	0.78	1.2	1.2
North Shropshire	1.08	1.05	2.2	1.27	1.08	0.56	1.32	0.74	1.68	1.57
North Warwickshire	1.2	0.44	0	0	0.81	0.93	0.69	0.3	0.46	0.27
Oswestry	1.31	1.78	0.64	0.02	0.33	0.22	0.8	1.47	2.05	1.9
Shrewsbury and Atcham	1.52	1.35	2.89	0.58	1.04	1.75	1.47	2.49	0.71	0.67
South Shropshire	0.93	1.3	0.91	0.52	0.48	0.18	0.92	0.45	1.47	1.57
South Staffordshire	1.15	1.54	0.96	0.28	1.17	0.58	1.04	0.67	0.55	0.51
Staffordshire Moorlands	1.13	1.07	1.31	3.29	0.55	0.33	0.98	0.82	1.44	1.28
Stratford-on-Avon	0.93	0.64	0.66	0.41	1.26	1.62	0.92	0.52	0.9	1.04
Wychavon	0.75	0.78	0.95	0.45	0.8	0.64	0.7	0.5	0.58	0.83

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		Funeral Services	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bridgnorth	0.74	0.68	0.87	0.25	0.94	1.37	1.72	0.51	1.22	1.15
East Staffordshire	0.79	0.71	0.9	0.24	0.36	0.3	0.84	1.13	1.57	0.93
Herefordshire, County of	1.24	1.34	0.8	0.88	1.2	0.94	0.98	1.98	0.75	1.59
Malvern Hills	0.93	1.06	1.84	0.61	0.55	0.58	0.69	0.75	0.64	1.06
North Shropshire	1.02	0.99	1.03	0.37	0.62	0.4	1.45	1.62	2.11	0.49
North Warwickshire	0.88	0.82	0.93	0.45	0.56	0.47	1.53	1.55	1.36	1.16
Oswestry	1.28	0.93	1.5	0.62	0.81	0.63	0.42	0.97	1.58	1.86
Shrewsbury and Atcham	1.65	1.08	0.94	0.49	1.89	1.29	1.1	0.69	1.1	1.19
South Shropshire	1.17	1.34	0.43	0.13	2.32	1.13	0.76	1.72	0.38	0.2
South Staffordshire	0.75	1.1	1.25	5.81	1.23	1.56	1.6	1.56	0.99	0.63
Staffordshire Moorlands	1.06	1.33	1.36	0.62	0.89	0.86	0.61	0.48	1.51	0.96
Stratford-on-Avon	0.72	0.89	0.68	0.25	1.06	1.97	0.78	0.15	0.54	0.57
Wychavon	0.9	0.75	1.04	2.09	0.67	0.99	0.84	0.23	0.65	0.76

TABLE III.5: EAST MIDLANDS: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bassetlaw	1.07	1.05	0.55	0.56	0.44	0.76	4.22	4.04	1.23	0.64
Boston	1.04	1.15	0.73	0.78	1.01	0.65	1.93	5.38	0.75	0.65
Daventry	0.75	0.77	0.29	0.28	0.82	1.24	0	0	0.95	1.11
Derbyshire Dales	1.01	1.53	0.73	2.6	1.23	1.62	1.07	0.21	1.29	1.65
East Lindsey	1.07	1.08	0.64	0.68	1.72	1.74	1.64	3.07	1	0.92
East Northamptonshire	0.87	0.86	0.37	0.46	1.09	0.26	1.3	0.16	0.99	1.31
Harborough	0.84	0.74	1.51	1.21	0.79	1.05	0	0	0.84	0.63
High Peak	1.05	1.32	0.79	0.8	1.57	1.19	2.3	0.72	1	1.75
Hinckley and Bosworth	0.82	0.69	1.56	1.2	0.41	0.46	0.97	0.31	0.74	0.49
Melton	1.05	0.88	2.13	1.64	1.21	0.96	1.92	0.19	0.95	0.67
Newark and Sherwood	0.99	0.80	0.49	0.45	0.31	0.06	0	0	1	0.69
North Kesteven	1.26	1.27	0.84	0.53	2.49	3.61	0	0	1.15	1.03
North West Leicestershire	1.03	0.55	2.26	1.11	0.8	0.49	0	0	0.9	0.43
Rushcliffe	1.47	1.62	3.77	3.94	0.31	0.35	0	0	0.91	1.93
Rutland	0.91	1.35	0.41	0.71	2.82	5.51	0	0	0.39	0.3
South Derbyshire	0.9	1.11	0.56	0.43	0.49	0.41	1.57	0.33	1.19	1.91
South Holland	0.9	0.61	0.4	0.52	0.89	0.15	1.41	0.37	0.93	0.64
South Kesteven	1.01	0.97	0.42	0.49	1.01	1.06	0.8	2.27	0.94	0.77
South Northamptonshire	0.78	1.04	0.53	0.33	0.67	0.79	0	0	1.29	1.86
West Lindsey	1.1	0.85	0.57	0.42	1.19	0.45	1.41	0.15	1.28	1.03

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bassetlaw	1.51	1.07	0.28	0.15	0.84	0.33	1.09	1.91	1	1.17
Boston	0.81	0.5	3.53	4.35	1.28	0.55	1.2	2.37	1.3	1.02
Daventry	0.73	0.94	0.58	4.02	1.48	1.19	0.69	0.48	0.9	0.53
Derbyshire Dales	0.7	0.75	1.67	0.53	1.38	2.09	0.84	1.28	0.72	0.92
East Lindsey	1.32	1.09	0.64	0.07	0.68	1.35	1.27	1.24	1.32	1.4
East Northamptonshire	0.78	1.51	1.36	0.22	0.99	0.56	0.88	0.5	0.88	0.52
Harborough	0.71	0.62	0.57	0.1	0.82	0.67	0.76	0.62	0.73	1.11
High Peak	1.58	1.74	1.2	0.35	1.1	2.87	1	0.86	1.24	1.25
Hinckley and Bosworth	1.1	0.93	1.02	0.25	0.45	0.26	0.68	0.52	0.65	0.72
Melton	0.92	1.04	0.5	0.02	0.89	0.62	0.79	0.7	1.55	1.79
Newark and Sherwood	0.77	0.55	0.52	0.2	0.88	1.57	1.18	1.03	0.8	0.83
North Kesteven	1.03	0.84	1.38	0.33	1.05	0.68	1.53	1.53	1.78	1.86
North West Leicestershire	1.17	0.75	0.57	0.14	0.79	0.43	0.85	0.36	0.59	0.51
Rushcliffe	0.65	1.11	0.26	2.92	1.3	0.79	1.17	1.13	0.93	0.64
Rutland	1.46	2.72	2.56	4.47	0.73	0.92	1.01	0.92	0.66	1.42
South Derbyshire	0.75	1.05	0.82	0.18	1.14	1.04	0.88	0.78	0.63	0.37
South Holland	0.93	0.5	0.74	0.35	1.03	1.05	1.03	0.54	1.9	0.8
South Kesteven	1.15	1.09	1.68	2.55	0.88	1.17	1.14	1.15	0.97	1.1
South Northamptonshire	0.77	1.53	0.84	0.13	1.38	0.9	0.59	0.64	0.72	1.42
West Lindsey	1.1	0.91	1.11	0.22	1.12	0.88	1.44	0.94	1.14	1.27

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		<i>Funeral Services</i>	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Bassetlaw	1.19	0.9	1.08	0.39	1.51	1.32	1.49	1.26	0.38	0.11
Boston	0.87	0.71	1.97	2.02	0.55	0.32	1.36	1.1	2.42	1.33
Daventry	0.63	0.63	1.23	1	0.4	0.2	0.98	0.73	0.4	1.02
Derbyshire Dales	0.81	1.42	1	1.13	2.29	5.34	0.94	0.81	1.34	1.12
East Lindsey	1.05	1.12	1.6	1.12	0.82	0.51	1.66	0.67	1.02	0.92
East Northamptonshire	1.16	1.17	0.66	0.96	0.19	0.05	0.46	0.15	0.7	1.42
Harborough	0.64	0.75	0.64	0.99	1.08	0.99	0.67	0.07	0.97	1.15
High Peak	1.06	1.55	0.98	0.52	1.07	1.35	1.01	0.78	0.82	0.86
Hinckley and Bosworth	0.69	0.73	0.58	0.23	1.18	0.53	1.11	0.92	0.87	0.94
Melton	0.91	0.76	0.49	0.57	1.09	1.61	0.84	0.17	1.37	1.06
Newark and Sherwood	1.19	1.01	1.26	1.26	1.27	0.78	1.3	1.77	0.53	0.76
North Kesteven	1.21	1.4	2.02	2.66	1.04	0.76	1.51	1.22	0.47	0.37
North West Leicestershire	0.88	0.48	0.65	0.4	1.16	0.69	0.48	0.3	1.55	0.92
Rushcliffe	1.63	1.24	0.59	0.4	1.05	0.64	1.47	3.06	1.41	1
Rutland	1.08	0.82	0.83	3.08	1.75	0.96	0.43	0.35	0.44	0.3
South Derbyshire	0.76	1.68	1.46	0.93	0.9	1.14	0.55	0.81	2.8	4.6
South Holland	0.94	0.81	1.08	2.52	0.71	0.36	0.25	0.41	1.26	0.81
South Kesteven	1.34	1.05	0.75	0.27	0.74	0.86	0.63	0.78	1.29	1.01
South Northamptonshire	0.7	0.8	0.63	1.42	0.23	0.41	0.85	3.55	0.38	1.12
West Lindsey	0.97	1.11	0.84	0.61	1.11	0.97	1.37	0.33	0.25	0.44

TABLE III.6: EAST OF ENGLAND: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Babergh	0.98	0.71	2.00	1.31	0.79	0.3	0.97	0.14	0.90	0.85
Braintree	1.00	0.93	1.22	1.1	0.48	0.62	1.98	2.13	1.33	1.18
Breckland	1.03	0.93	0.40	0.52	1.65	0.94	0.87	0.11	1.13	1.22
Broadland	1.04	1.17	1.07	1.14	0.77	0.31	0	0	1.07	1.35
East Cambridgeshire	0.85	0.77	0.51	0.76	0.76	0.27	0	0	0.82	0.87
East Hertfordshire	0.82	1.02	0.63	2.2	0.56	0.26	2.25	1.56	0.92	1.32
Fenland	1.11	0.97	0.80	0.77	0.87	1.49	0	0	0.79	0.72
Forest Heath	0.96	0.73	1.61	0.74	1.51	2.55	0	0	0.73	0.57
Huntingdonshire	0.87	1.07	0.67	0.92	1.31	3.51	0	0	0.94	0.66
King's Lynn	1.22	1.22	0.80	1.31	1.40	0.83	0.78	3.25	1.24	1.11
Maldon	0.74	0.85	0.44	1.12	0.36	0.19	0	0	0.66	0.91
Mid Bedfordshire	0.81	1.16	0.54	0.61	0.86	0.88	0.68	0.48	0.92	1.32
Mid Suffolk	1.08	0.83	1.97	0.84	0.94	0.38	0.95	0.07	1.05	0.94
North Norfolk	1.25	1.28	0.58	0.71	2.08	0.86	0.96	0.19	0.98	1.34
South Bedfordshire	0.81	0.79	0.63	0.65	0.49	0.57	2.33	0.58	0.88	1.19
South Cambridgeshire	0.84	0.93	0.40	0.44	0.60	0.35	0	0	0.84	0.73
South Norfolk	1.01	1.44	0.32	0.57	1.02	1.06	2.63	0.55	1.09	1.12
St Edmundsbury	1.20	1.18	2.59	1.32	1.56	1.63	1.73	3.56	0.95	0.76
Suffolk Coastal	1.07	0.80	1.73	0.93	1.36	1.39	0	0	0.94	0.79
Tendring	1.32	1.19	0.82	0.86	0.63	0.43	2.63	2.59	1.45	1.33
Uttlesford	0.83	0.69	0.42	0.86	0.63	0.46	0.88	0.58	1.16	0.76
Waveney	1.40	0.98	2.69	1.67	1.85	1.1	0.98	3.61	0.94	0.88

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Babergh	0.83	1	0.44	0.06	0.64	0.98	0.86	0.41	0.89	1.47
Braintree	1.13	1.08	0.45	0.13	0.75	0.73	0.98	0.71	0.68	1.02
Breckland	1.43	1.36	0.99	0.1	1.07	1.19	1.02	0.77	1.61	1.36
Broadland	1.23	1.21	0.43	0.02	1.08	0.92	1.15	1.67	0.99	1.02
East Cambridgeshire	0.73	1	1.92	1.06	1.26	1.02	0.66	0.57	1.12	1.13
East Hertfordshire	1.02	1.24	0.76	1.84	1.04	1.18	0.98	0.57	0.97	0.91
Fenland	0.83	0.59	2.72	2.27	0.68	0.64	1.20	0.92	1.11	0.9
Forest Heath	0.39	0.28	1.03	0.11	0.65	0.95	0.80	0.36	1.58	2.47
Huntingdonshire	0.85	0.84	0.79	0.14	1.62	1.04	0.85	1.25	0.94	0.73
King's Lynn	1.13	1.45	0.70	0.11	0.55	0.54	1.19	1.53	1.43	1.33
Maldon	0.68	0.83	0.90	0.1	0.62	0.86	0.76	0.89	1.37	1.09
Mid Bedfordshire	1.12	0.99	1.08	6.51	1.13	1.9	0.90	0.51	0.63	0.88
Mid Suffolk	0.97	0.71	0.64	0.13	0.85	0.62	0.78	0.73	1.31	0.64
North Norfolk	1.32	1.62	0.44	0.85	0.68	1.06	1.38	1.23	1.11	1.45
South Bedfordshire	1.00	1.32	0.18	0.04	1.24	1.22	1.00	0.48	0.80	1.03
South Cambridgeshire	1.15	0.19	3.57	3.6	1.09	0.81	0.87	1.34	1.12	0.7
South Norfolk	0.90	1.04	0.20	0.8	1.28	1.66	1.27	3.12	1.41	1.09
St Edmundsbury	0.89	1.49	0.78	0.23	1.10	1	0.80	1.49	0.60	0.37
Suffolk Coastal	1.23	0.88	1.53	1.37	0.89	0.73	0.92	0.42	0.78	0.79
Tendring	0.60	0.78	0.99	0.27	0.70	0.77	1.50	1.24	0.60	0.65
Uttlesford	1.28	1.31	0.40	0.51	1.24	0.77	0.95	0.43	0.50	0.6
Waveney	0.67	0.62	0.88	0.11	1.20	1.23	1.18	0.62	1.13	0.7

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		Funeral Services	
LAD	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)	LQ (u)	LQ (e)
Babergh	0.89	0.85	0.48	1.01	1.68	1.08	0.89	0.22	0.61	0.28
Braintree	0.91	1.2	0.59	0.2	0.89	0.75	1.11	1.18	1.10	0.57
Breckland	0.96	1.03	1.12	1.04	1.18	0.7	1.32	1.01	0.91	0.58
Broadland	0.94	1.06	1.23	2.16	1.29	1.45	0.88	0.97	1.19	1.42
East Cambridgeshire	0.83	0.7	1.55	1.18	0.58	1.03	1.42	2.15	1.01	1.52
East Hertfordshire	0.62	0.84	0.55	0.56	0.81	0.82	1.04	0.48	0.94	0.61
Fenland	1.51	1.02	2.25	0.86	0.23	0.83	0.81	1.48	1.50	0.87
Forest Heath	0.58	0.53	0.90	0.47	0.88	0.35	3.31	3.13	1.58	1.5
Huntingdonshire	0.69	0.56	1.21	2.42	0.28	0.37	0.78	0.29	0.85	1.04
King's Lynn	1.45	1.26	2.45	1.42	1.04	0.77	1.36	0.68	1.13	1.97
Maldon	0.76	0.98	1.43	0.39	0.76	0.5	1.21	2.65	0.82	0.33
Mid Bedfordshire	0.67	1.01	0.54	0.22	0.66	0.5	0.80	0.87	1.00	0.56
Mid Suffolk	1.09	1.28	0.93	1.05	1.27	0.51	1.11	1.29	0.20	0.22
North Norfolk	1.71	1.81	0.47	0.19	2.03	3.85	1.13	0.95	1.80	1.26
South Bedfordshire	0.73	0.83	0.53	0.36	0.52	0.7	0.52	1.32	0.64	0.34
South Cambridgeshire	0.83	0.79	0.78	1.43	0.58	2.49	0.71	0.15	0.51	1.32
South Norfolk	0.93	0.74	1.72	1.71	0.92	0.43	0.66	0.41	1.46	2.13
St Edmundsbury	1.18	0.99	1.45	0.65	1.49	1.2	0.94	0.91	0.72	1.75
Suffolk Coastal	0.98	0.73	0.97	0.44	1.88	0.99	0.69	1.15	0.47	0.37
Tendring	2.01	2.13	0.52	2.02	0.76	0.67	0.95	0.79	2.19	1.52
Uttlesford	0.56	0.48	0.69	0.66	0.93	0.95	0.95	1.98	1.09	0.45
Waveney	1.68	1.5	0.48	0.45	1.88	1.11	0.82	1.3	1.02	1.09

TABLE III.7: SOUTHWEST: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Caradon	1.1	0.95	1.27	0.71	1.05	0.47	1.56	0.48	1.1	1.18
Carrick	1.23	1.33	2.63	1.5	1.23	0.48	2.25	1.94	0.88	1.08
Cotswold	0.73	0.74	0.84	0.54	1.09	0.56	0.48	0.28	0.73	0.87
East Devon	1.13	1.07	0.91	1.09	1.15	0.89	0.46	0.04	1.11	0.96
East Dorset	0.71	0.57	0.46	0.27	0.56	0.37	0	0	0.68	1
Forest of Dean	0.98	0.99	0.77	0.8	0.76	0.21	2.2	0.82	1.14	1.22
Isles of Scilly	1.61	0.86	2.16	1.78	7.67	1.36	0	0	2.26	0.88
Kennet	1	1.42	0.64	0.45	1.21	6.49	0	0	1.18	1.16
Kerrier	1.14	1.05	1.45	1.03	1.33	1.14	1.51	0.32	1.27	1.26
Mendip	0.92	0.96	0.78	0.92	0.36	0.25	1.48	0.29	1.03	1.15
Mid Devon	1	0.87	1.09	0.73	0.65	0.22	0.78	0.06	0.98	0.91
North Cornwall	1.05	0.94	1.18	1.15	1.27	0.63	0.61	1.87	1.02	1.03
North Devon	1.13	1.00	1.86	0.93	1.65	0.54	0.61	1.85	1.07	0.89
North Dorset	0.82	1.07	0.51	0.72	0.82	1.51	0.88	0.07	1	1.31
North Wiltshire	0.86	0.76	0.57	0.41	0.66	0.88	0.42	1	0.96	0.87
Penwith	1.07	0.99	1	0.91	0.75	0.4	0.9	2.97	0.88	1.13
Purbeck	0.99	1.07	0.82	0.83	1.19	2.68	0	0	1.09	1.26
Restormel	0.97	0.89	0.98	1.56	1	0.74	1.93	2.32	0.75	0.83
Salisbury	1.04	1.15	0.91	0.47	1.81	2.04	0.92	1.07	1.14	1.02
Sedgemoor	0.91	0.88	0.76	0.86	0.35	0.3	1.69	2.55	0.95	0.93
South Hams	0.91	0.72	0.92	0.78	1.09	0.3	0.58	0.12	0.75	0.79
South Somerset	0.88	0.87	0.62	0.62	0.59	0.9	1.13	1.35	0.98	0.81
Stroud	0.92	0.99	0.61	0.62	0.74	0.38	1.42	0.81	1.03	1.25
Taunton Deane	1.07	1.33	0.82	1.6	0.76	1.22	1.56	2.86	0.96	0.85
Teignbridge	1.15	1.14	1.48	4.19	0.77	0.48	1.38	1.58	1	0.97
Tewkesbury	0.88	0.66	0.96	0.64	1.16	1.48	0	0	0.99	0.83
Torridge	1.2	0.92	0.95	0.81	0.84	0.25	1.01	0.08	1.21	1.29
West Devon	1.15	1.00	1.78	0.51	1.42	1.27	1.05	0.09	1.22	1.12
West Dorset	1.14	1.47	0.95	1.14	1.13	2.51	1.09	0.16	1.03	0.97
West Somerset	1.21	0.99	1.87	0.71	0.83	0.23	1.6	0.27	1.13	1.2

West Wiltshire	1.03	0.90	0.74	0.55	1.73	0.77	0.51	0.81	1.09	0.92
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	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Caradon	0.57	0.93	0.49	1.49	1.2	2.19	1.04	0.64	0.91	0.75
Carrick	0.97	0.58	1.41	3.62	0.91	2.19	1.28	2.03	0.82	0.71
Cotswold	0.88	1.46	1.35	1.09	1.07	0.76	0.58	0.39	0.7	1.06
East Devon	1.02	0.73	1.3	1.71	0.94	0.54	1.17	1.09	1	1.12
East Dorset	0.37	0.41	0.57	0.14	1	0.58	0.73	0.5	0.96	1.07
Forest of Dean	0.9	0.51	1.15	4.08	0.63	0.39	1.11	1	0.85	0.92
Isles of Scilly	1.52	0.73	0	0	1.52	0.66	1.3	0.99	3.58	1.08
Kenet	0.93	1.17	0.65	0.08	1.06	0.86	0.97	0.76	0.7	0.74
Kerrier	1.02	1.74	0	0	1.63	1.44	1.18	0.76	0.55	0.68
Mendip	0.91	1.65	0.93	0.13	0.95	0.79	0.91	0.81	1.01	1.2
Mid Devon	1.15	1.43	0.73	0.11	0.67	0.41	1.02	0.79	1.13	1.36
North Cornwall	0.6	0.63	1.35	2.07	1.03	1.25	1.01	0.73	0.89	1.09
North Devon	1.06	1.21	1.35	0.15	0.72	0.69	1.1	1.4	1.16	1.24
North Dorset	1.41	1.82	0	0	0.54	1.2	0.86	1	0.77	1.07
North Wiltshire	0.93	1.05	2.52	2.4	1.15	0.83	0.77	0.48	1.35	1.36
Penwith	0.88	0.73	0	0	1.06	1.09	1.25	1.26	0.65	0.58
Purbeck	0.78	0.93	0.4	0.11	1.89	1.53	1.02	0.66	0.74	0.59
Restormel	0.56	0.98	2.02	1.93	1.16	1.38	1.03	0.55	0.94	1.09
Salisbury	1.13	0.76	1.3	1.59	0.97	0.46	0.92	1.58	1.07	0.88
Sedgemoor	1.32	1.31	0.71	0.08	0.73	0.58	1	0.79	1.15	0.95
South Hams	1.65	0.76	1.28	0.45	1.29	1.14	0.79	0.58	1.18	1.22
South Somerset	0.88	0.82	0.71	0.12	1.21	1.84	0.85	1.04	0.99	1.02
Stroud	0.87	1.1	1.04	0.81	1.05	0.88	0.89	1.12	0.76	1.7
Taunton Deane	1.73	1.47	1.31	0.31	1.29	1.29	1.12	1.82	0.68	0.7
Teignbridge	1.19	0.79	0.43	0.72	0.8	0.8	1.2	0.68	1.28	0.92
Tewkesbury	0.74	0.45	0.23	0.02	0.69	0.33	0.77	0.49	1.09	1.06
Torridge	1.87	1.23	0.64	0.09	1.19	0.85	1.48	1.03	1.33	0.81
West Devon	0.65	0.93	0.33	0.63	0.78	0.46	1	0.91	1.83	2.39
West Dorset	1.27	1.39	0.85	0.61	0.64	0.79	1.16	1.88	1.42	0.87
West Somerset	0.39	0.52	1.51	0.25	1.48	1.69	1.01	1.33	1.16	0.79
West Wiltshire	0.87	0.62	1.27	2.24	0.78	0.76	1.21	0.81	0.88	0.44

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		Funeral Services	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Caradon	1.26	1.08	1.41	3.15	0.98	1.17	0.54	2.24	1.19	0.94
Carrick	1.21	1.07	0.89	1.1	1.22	1.06	0.93	0.6	0.86	0.64
Cotswold	0.56	0.78	0.65	0.82	0.76	1.03	1.26	0.66	0.88	1.08
East Devon	1.37	1.44	1.04	1.29	0.79	0.81	0.83	2.13	0.7	0.71
East Dorset	0.58	0.57	1.22	1.28	0.89	1.06	1.16	1.23	1.84	1.76
Forest of Dean	0.85	1.23	1.83	1.67	0.92	0.53	1.32	1.88	1.35	1.52
Isles of Scilly	0.22	0.28	5.59	1.11	1.41	0.23	0	0	0	0
Kennet	1.1	1.06	0.16	0.44	1.02	0.54	1.14	0.36	1.05	0.46
Kerrier	0.9	0.97	1.54	0.87	1.2	0.72	0.83	0.79	1.15	0.76
Mendip	1.03	1.11	1.01	0.87	0.68	0.85	0.68	1.44	0.91	1.13
Mid Devon	1.06	1.13	1.24	0.64	0.89	0.71	1.4	2.11	0.95	1.3
North Cornwall	1.08	0.97	0.56	0.4	1.61	2.65	1.1	1.77	0.75	0.76
North Devon	1.03	0.88	0.69	0.22	1.47	1.19	0.76	0.37	1.31	2.73
North Dorset	0.74	0.72	1.2	0.69	1.11	0.34	0.73	0.55	1.08	0.74
North Wiltshire	0.77	0.84	0.57	0.24	0.67	0.4	1.28	0.27	0.52	0.51
Penwith	1.22	1.01	0.61	1.82	1.74	1.58	0.75	0.85	1.38	1.28
Purbeck	0.74	0.85	0.87	1.74	1.31	1.56	0.71	0.91	1.56	1.2
Restormel	0.99	0.75	0.58	0.58	0.81	1.08	1.25	1.18	1.18	1.46
Salisbury	0.97	0.9	0.73	0.99	1.1	1.69	1.08	0.35	1.13	1.6
Sedgemoor	0.92	1.16	1.02	0.66	0.52	0.68	1.25	0.93	0.52	0.38
South Hams	0.89	0.94	0.66	0.57	1.13	0.52	0.64	1.67	0.18	0.14
South Somerset	0.82	0.71	0.43	0.17	0.95	0.87	1.25	1.26	1.5	0.78
Stroud	0.97	1.05	1.18	1.44	0.7	0.55	1.18	1.07	1.16	1.59
Taunton Deane	1.12	1.06	1.53	2.46	0.59	0.48	1.3	0.91	0.64	0.65
Teignbridge	1.45	1.11	1.05	1.12	0.9	0.46	0.58	0.97	0.42	0.44
Tewkesbury	0.69	0.49	2.55	1.95	0.94	0.97	1.76	0.77	0.92	0.5
Torridge	1.11	0.93	1.84	0.93	0.58	0.33	0.56	0.35	1.86	2.14
West Devon	1.2	1.2	0.95	1.49	1.44	1.47	0.58	1.09	0.96	1.58
West Dorset	1.23	1.19	0.86	0.38	1.98	3.26	0.98	1.26	1.66	1.79
West Somerset	1.3	1.57	0.73	1.43	1.83	1.37	0.89	0.14	0.98	0.41
West Wiltshire	1.04	1.45	1.26	0.8	0.69	0.74	0.63	0.32	0.62	0.42

TABLE III.8: SOUTH EAST: DISTRICT LOCATION QUOTIENTS BY SECTOR

LQ(u): quotients for employment units LQ(e): quotients for employment

	All Public Services		Public Admin.		Defence		Social Security		Primary Ed.	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Arun	1.21	1.06	0.49	0.57	0.65	0.48	0.88	1.38	0.85	1.07
Ashford	1	0.95	0.94	1	0.96	0.49	0.97	0.74	1.33	1.16
Aylesbury Vale	0.92	1.14	0.59	1.3	1.06	1.24	1.17	0.97	0.94	1.04
Canterbury	1.38	1.36	1.28	1.16	1.4	0.77	0.94	1.12	0.92	0.77
Cherwell	0.96	0.92	0.78	0.56	2.51	2.85	0.8	0.76	0.99	0.67
Chichester	0.93	1.13	1.41	1.46	1.05	0.56	1.27	0.48	0.85	0.91
Chiltern	0.71	1.00	0.33	0.6	0.36	0.28	0.86	0.04	0.89	1.25
Dover	1.62	1.05	1.96	3	1.64	1.16	1.42	1.38	1.43	1.03
East Hampshire	0.87	0.99	0.46	0.52	1.15	0.5	0.82	0.03	1.02	1.19
Horsham	0.82	0.77	0.74	0.46	0.71	0.3	0	0	0.85	1.17
Isle of Wight	1.42	1.19	1.84	0.92	1.56	1.09	3.79	1.6	1.49	1.35
Lewes	1.53	1.48	3.05	3.42	1.29	1.83	2.41	0.84	1.1	1.45
Maidstone	1.11	1.06	2.68	1.52	1.39	2.41	0.7	0.37	0.82	0.58
Mid Sussex	0.88	0.95	0.5	0.51	0.83	0.48	0.72	0.04	0.74	0.8
New Forest	0.97	0.95	0.62	0.58	0.79	0.33	1.91	1.17	0.93	1.2
Rother	1.12	1.44	0.99	1.05	0.86	0.44	1.3	22.09	1.11	1.65
Sevenoaks	0.82	0.79	0.8	0.65	0.68	0.66	0	0	0.98	1.17
Shepway	1.43	1.08	0.81	1.11	2.17	0.89	1.38	1.9	0.95	0.88
South Oxfordshire	0.88	0.70	0.6	0.6	0.82	0.6	0	0	0.9	0.83
Tandridge	0.76	1.27	0.15	0.52	0.27	0.88	0	0	1.27	1.74
Test Valley	0.76	0.73	0.48	0.65	1	0.62	0.86	0.68	1.17	1.11
Thanet	1.69	1.35	1.47	1.03	1.17	0.73	2.57	3.88	1.04	1.23
Tobridge and Malling	1.05	0.79	1.4	0.97	0.56	0.37	0.96	0.17	0.94	0.89
Tunbridge Wells	0.86	0.98	0.55	0.73	0.72	0.21	0.8	1.05	0.76	1.06
Vale of White Horse	1.04	0.99	1.78	1.62	0.86	0.68	0	0	1.29	0.83
Waverley	0.91	0.94	0.42	0.57	0.22	0.05	0.67	0.05	1.39	1.2
Wealden	1.02	1.08	1.17	0.91	0.93	0.38	0	0	1.04	1.49
West Berkshire	0.79	0.57	0.42	0.37	1.01	0.7	1.16	0.48	0.95	0.68
West Oxfordshire	0.97	0.85	0.7	0.47	0.96	1.1	0.97	0.06	1.19	1
Winchester	1.14	1.55	1.79	2.35	1.81	5.05	1.57	0.69	0.97	0.73
Wycombe	0.74	0.67	1.16	0.53	0.67	0.62	1.52	0.72	0.69	0.7

	Secondary Ed.		Higher Ed.		Adult Ed.		Human Health		Veterinary	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Arun	1.09	1.03	0.57	0.38	0.92	0.71	1.45	1.03	0.94	1.38
Ashford	0.64	0.53	0.63	1.07	0.92	0.84	1.04	1.34	0.72	0.91
Aylesbury Vale	1.28	1.42	0.66	0.46	1.01	1.29	0.96	1.3	0.88	1.44
Canterbury	1.17	0.93	3.82	6.59	1.07	1.25	1.32	1.46	1.41	0.82
Cherwell	1.4	0.83	1.17	0.64	1.18	0.91	0.83	0.87	1.11	1.03
Chichester	1.07	0.91	0.82	2.37	1.05	1.61	0.81	1.35	0.81	1.58
Chiltern	0.94	1.38	0.42	0.39	0.98	0.81	0.85	1.36	0.37	0.61
Dover	0.83	0.57	0.92	0.35	1.09	0.67	1.63	0.71	0.91	0.78
East Hampshire	0.66	1.79	0.67	0.4	1.04	1.76	0.9	0.68	1.41	1.54
Horsham	0.99	1.45	1.04	0.48	0.77	0.72	0.79	0.46	1.68	1.7
Isle of Wight	1.11	1.15	0.92	0.07	0.96	0.68	1.05	1.33	1.11	0.55
Lewes	0.88	0.85	0.78	1.26	1.3	2.64	1.79	1.05	1.29	1.81
Maidstone	0.97	0.45	0.68	0.37	0.97	1.14	1.12	1.24	0.98	0.76
Mid Sussex	1.36	1.53	0.23	0.18	0.88	1.1	1.15	1.54	1	0.68
New Forest	0.84	1.08	0.72	1.16	1	0.67	1.05	0.83	0.89	1.29
Rother	0.86	1.41	0.63	0.77	0.64	0.21	1.42	1.4	0.83	0.85
Sevenoaks	0.72	0.86	0.53	0.08	0.94	1.27	0.77	0.52	0.79	0.93
Shepway	1.11	0.55	1.79	1.5	1.19	1.04	1.82	1.09	0.59	0.5
South Oxfordshire	0.87	1.11	1.61	0.4	1.1	0.55	0.86	0.49	1.2	1
Tandridge	0.88	1.38	0.53	0.05	0.95	0.53	0.73	2.18	1.41	1.59
Test Valley	0.82	0.8	0.7	0.68	0.69	1.16	0.66	0.6	0.55	0.55
Thanet	1.22	1.05	3.95	1.19	1.03	1.76	1.54	1.43	0.69	0.77
Tonbridge and Malling	0.49	0.27	1.4	1.28	1.33	1.21	1.17	0.74	0.72	0.5
Tunbridge Wells	0.46	0.5	0.77	0.18	1.13	1.37	1.18	1.85	0.76	0.79
Vale of White Horse	1.4	1.25	2.39	1.69	1.04	1.09	0.75	0.35	1.12	0.85
Waverley	1.41	1.59	0.65	0.95	1.01	0.74	0.78	0.89	1.28	1.47
Wealden	0.77	0.96	0.86	0.97	0.77	0.81	1.12	1.09	1.2	1.41
West Berkshire	1.36	0.91	0.28	0.02	0.63	0.57	0.49	0.29	0.93	1.04
West Oxfordshire	1.13	1.28	1.41	0.74	0.95	0.87	0.9	0.57	1.14	0.96
Winchester	1.09	0.88	1.27	1.35	1.4	1.05	1.01	1.31	1.34	0.86
Wycombe	0.85	0.92	0.57	1.83	1.22	0.48	0.73	0.63	0.76	0.58

	Social Work		Refuse, etc.		Libraries, etc.		Sports Arenas		Funeral Services	
LAD	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)	LQ(u)	LQ(e)
Arun	1.72	1.88	0.46	2.17	0.84	0.59	0.98	0.42	1.84	1.13
Ashford	0.95	0.77	1.78	0.84	0.67	0.57	0.77	0.7	1.11	0.76
Aylesbury Vale	0.85	0.67	0.77	0.96	1.07	3.14	1.08	1.53	1.12	0.56
Canterbury	1.78	1.43	0.87	0.28	1.23	0.75	0.81	0.49	1.62	1.4
Cherwell	0.78	0.63	1.15	0.82	0.84	0.23	0.79	0.62	0.92	1.18
Chichester	0.87	0.94	0.5	1.36	1.33	1.78	0.92	0.38	1.09	1.6
Chiltern	0.58	0.97	0.79	1.53	1.05	0.6	0.62	0.24	0.66	0.93
Dover	2.08	1.18	1.3	0.94	1.85	1.22	1.03	0.18	1.35	0.82
East Hampshire	0.81	1.09	0.43	0.02	0.86	0.82	1.08	2.48	0.63	1.12
Horsham	0.72	0.83	1.12	0.75	0.68	0.64	1.13	1.61	0.55	0.7
Isle of Wight	1.7	1.58	1.12	0.31	3.21	1.98	0.87	0.52	0.9	1.63
Lewes	1.42	1.17	1.58	1.68	1.68	1.25	1.03	1.3	1.15	2.22
Maidstone	1.02	0.89	1.29	1	0.61	2.39	0.37	0.44	1.07	1.74
Mid Sussex	0.84	0.72	0.47	0.4	0.69	0.69	0.95	0.55	1.23	1.22
New Forest	1.09	1.13	1.17	1.67	0.78	1.18	0.92	1.76	0.73	0.49
Rother	1.24	1.57	1.2	0.12	1.02	1.27	0.6	0.26	1.74	2.91
Sevenoaks	0.73	0.8	0.97	0.41	1.01	1.69	0.98	1.86	1.1	1.34
Shepway	1.79	1.53	0.36	0.6	0.72	0.49	0.91	1.14	2.38	3.79
South Oxfordshire	0.78	0.72	0.78	2.26	1.38	0.5	1.05	1.13	0.38	0.18
Tandridge	0.72	0.83	0.43	0.58	0.57	0.24	0.8	1.1	0.42	0.17
Test Valley	0.66	0.59	1.36	0.49	0.68	0.71	1.08	0.56	0.33	0.25
Thanet	2.58	1.97	0.84	0.6	1.34	0.85	1.27	0.7	2.7	1.66
Tonbridge and Malling	0.91	0.92	2.02	1.92	0.67	0.77	1.27	1.2	1.11	0.86
Tunbridge Wells	0.81	0.74	0.52	0.61	0.69	0.83	0.63	0.31	1.06	1.05
Vale of White Horse	0.75	1.59	1.48	0.62	0.83	0.2	1.78	1.53	0.67	0.41
Waverley	0.86	0.99	0.61	1.15	0.93	0.57	1.1	1.82	1.15	0.33
Wealden	0.86	1.11	1.65	0.88	0.86	0.67	1.7	3.1	1.26	1.31
West Berkshire	0.97	0.83	0.99	0.81	0.71	0.3	1.3	0.51	0.67	0.31
West Oxfordshire	0.8	0.95	1.9	1.11	2.02	1.49	0.83	0.39	0.55	0.44
Winchester	0.95	0.99	1.03	2.03	1.09	1.56	1.55	2.3	0.75	0.77
Wycombe	0.57	0.44	0.73	1.15	0.44	0.43	0.63	0.26	0.68	0.36

APPENDIX IV: EAST OF ENGLAND DISTRICT LEVEL TABLES

TABLE IV.1: EMPLOYMENT AND EMPLOYMENT UNITS FOR RURAL DISTRICTS IN THE EAST OF ENGLAND, 2002

	ALL PUBLIC SERVICES		PUBLIC ADMIN		DEFENCE		EDUCATION		HEALTH		SOCIAL WORK		LIBRARIES, etc.	
	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units
All Districts	194586	8091	17872	861	17725	289	62844	2323	46794	1490	34825	1905	7187	582
Bedfordshire	17157	690	1090	53	1236	21	8482	240	2226	149	3104	141	647	39
Cambridgeshire	37145	1396	2562	96	6157	51	9735	459	10710	254	5097	329	1246	74
Essex	29055	1409	2774	119	1316	27	9683	431	5971	278	6819	358	1396	97
Hertfordshire	12944	453	2637	37	305	11	5559	151	1793	100	1961	80	286	37
Norfolk	52623	1989	3473	118	3172	87	16481	540	17406	389	8923	497	1408	152
Suffolk	45327	2172	5336	438	5539	92	13016	509	8688	320	8921	500	2079	183

Source: Annual Business Inquiry

TABLE IV.2: PERCENTAGE CHANGE 1997-2002 IN EMPLOYMENT AND EMPLOYMENT UNITS FOR RURAL DISTRICTS IN THE EAST OF ENGLAND

	ALL PUBLIC SERVICES		PUBLIC ADMIN		DEFENCE		EDUCATION		HEALTH		SOCIAL WORK		LIBRARIES, etc.	
	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units
All Districts	19.7	8.5	34.2	46.2	5.2	-9.4	23.8	17.2	19.0	3.2	16.4	-2.7	16.4	0
Bedfordshire	21.4	11.8	4.6	-22.1	-4.2	90.9	31.2	23.1	98.8	39.3	-3.7	-6.6	38.2	-4.9
Cambridgeshire	3.6	-1.7	11.0	-11.1	-0.1	-1.9	-12.4	15.0	11.9	4.5	10.4	-13.9	24.6	-39.3
Essex	23.0	15.5	7.9	20.2	-17.2	-54.2	37.0	48.6	24.9	15.8	18.3	1.7	32.1	11.5
Hertfordshire	8.7	-1.1	70.1	-21.3	18.7	-47.6	15.2	8.6	-31.8	9.9	0	-14.0	9.2	0
Norfolk	37.7	5.0	21.2	-9.2	6.2	19.2	86.5	11.1	29.1	-3.2	25.2	1.6	14.4	7.0
Suffolk	16.8	17.5	79.1	219.7	21.6	-10.7	4.5	7.6	12.4	-11.4	23.6	2.0	-3.7	19.6

Source: Annual Business Inquiry

TABLE IV.3: PERCENTAGE CHANGE 1998-2003 IN NUMBER OF VAT REGISTERED ENTERPRISES FOR RURAL DISTRICTS IN THE EAST OF ENGLAND

	ALL PUBLIC SERVICES		PUBLIC ADMINISTRATION		EDUCATION		HEALTH	
	No. in 2003	% change 98-03	No. in 2003	% change 98-03	No. in 2003	% change 98-03	No. in 2003	% change 98-03
All Districts	6795	4.9	5940	2.0	440	63.0	415	7.8
Bedfordshire	695	6.1	595	0.8	60	71.4	40	33.3
Cambridgeshire	1335	15.1	1135	12.4	115	76.9	85	0
Essex	1115	1.4	1000	-1.0	55	22.2	60	33.3
Hertfordshire	405	20.9	345	23.2	35	16.7	25	0
Norfolk	1410	-2.1	1220	-6.5	90	125.0	100	5.3
Suffolk	1835	2.5	1645	0.9	85	54.5	105	0

Source: Inter-Departmental Business Register

TABLE IV.4: EMPLOYMENT COMPOSITION IN THE PUBLIC ADMINISTRATION, EDUCATION AND HEALTH SECTORS IN THE RURAL DISTRICTS OF EAST OF ENGLAND, 2002

	TOTAL EMPLOYMENT	MALE F/T %	MALE P/T %	FEMALE F/T %	FEMALE P/T %
All Public Services	194586	21.5	5.8	31.8	40.9
Public Administration	17872	36.1	6.6	32.4	24.9
Defence	17725	62.7	3.6	25.6	8.1
Education	62844	16.2	7.1	30.4	46.2
Health	46794	12.1	3.9	37.1	46.9
Social Work	34825	8.4	4.2	35.1	52.3
Refuse Disposal etc.	3356	82.0	2.8	10.3	4.9
Libraries etc.	7185	25.9	16.7	18.2	39.1

Source: Annual Business Inquiry

APPENDIX V: YORKSHIRE AND HUMBERSIDE DISTRICT LEVEL TABLES

TABLE V.1: EMPLOYMENT AND EMPLOYMENT UNITS FOR RURAL DISTRICTS IN YORKSHIRE AND HUMBERSIDE, 2002

	ALL PUBLIC SERVICES		PUBLIC ADMIN		DEFENCE		EDUCATION		HEALTH		SOCIAL WORK		LIBRARIES, etc.	
	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units
All Districts	113894	3846	15349	263	9663	180	36640	1055	27481	767	19742	1016	2330	270
East Riding	38735	953	8680	45	2855	42	12239	250	8095	212	6017	277	216	37
North Lincs	14333	508	1377	45	745	20	4883	145	4115	102	2402	127	308	33
North Yorks	60826	2385	5292	173	6063	118	19518	660	15271	453	11323	612	1806	200

Source: Annual Business Inquiry

TABLE V.2: PERCENTAGE CHANGE 1997-2002 IN EMPLOYMENT AND EMPLOYMENT UNITS FOR RURAL DISTRICTS IN YORKSHIRE AND HUMBERSIDE, 2002

	ALL PUBLIC SERVICES		PUBLIC ADMIN		DEFENCE		EDUCATION		HEALTH		SOCIAL WORK		LIBRARIES, etc.	
	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units	Emp	Units
All Districts	17.2	-4.8	99.9	15.2	-19.9	-10.4	29.8	8.7	11.3	-0.9	17.1	-6.8	-38.5	-34.1
East Riding	28.0	-9.9	314.6	-8.2	-38.9	-4.5	39.5	-3.8	21.7	0.0	3.1	-13.7	-83.9	-60.6
North Lincs	23.9	-2.5	3.1	-30.8	27.8	-4.8	54.6	14.2	20.9	17.0	36.5	-5.9	-22.6	-25.0
North Yorks	9.8	-3.0	24.5	-11.7	-10.8	-13.2	19.7	13.0	4.4	-3.2	22.3	-3.5	-12.0	-26.5

Source: Annual Business Inquiry

TABLE V.3: PERCENTAGE CHANGE 1998-2003 IN NUMBER OF VAT REGISTERED ENTERPRISES FOR RURAL DISTRICTS IN YORKSHIRE AND HUMBERSIDE, 2002

	ALL PUBLIC SERVICES		PUBLIC ADMINISTRATION		EDUCATION		HEALTH	
	No. in 2003	% change 98-03	No. in 2003	% change 98-03	No. in 2003	% change 98-03	No. in 2003	% change 98-03
All Districts	2745	5.0	2355	1.9	175	52.2	215	13.2
East Riding	655	-2.2	560	-4.3	45	50.0	50	-9.1
North Lincs	245	11.4	210	7.7	20	100	15	0
North Yorks	1845	7.0	1585	3.6	110	46.7	150	25.0

Source: Inter-Departmental Business Register

TABLE V.4: EMPLOYMENT COMPOSITION IN THE PUBLIC ADMINISTRATION, EDUCATION AND HEALTH SECTORS IN THE RURAL DISTRICTS IN YORKSHIRE AND HUMBERSIDE, 2002

	TOTAL EMPLOYMENT	MALE F/T %	MALE P/T %	FEMALE F/T %	FEMALE P/T %
All Public Services	113901	21.1	6.5	29.4	42.9
Public Admin.	15349	33.4	6.9	27.8	31.9
Defence	9663	65.1	5.8	22.1	7.0
Education	36640	15.2	8.5	26.8	49.5
Health	27481	12.1	4.2	36.8	47.0
Social Work	19521	8.8	4.8	31.8	54.6
Refuse Disposal etc.	1147	80.8	4.9	9.2	5.1
Libraries etc.	2333	26.1	18.0	17.3	38.5

Source: Annual Business Inquiry

APPENDIX VI: COMPARISON OF EMPLOYMENT IN RURAL WARDS AND RURAL DISTRICTS

East of England

Here we consider the effect of using rural wards (using the 1998 definition of wards) rather than rural districts as the basis for our analysis of employment within the public service sectors. In total there are 687 wards within the 22 rural districts, 110 of which are classified as 'urban'. We have therefore excluded these wards, but added in eight other rural wards that are within two unitary authorities, Peterborough and Thurrock. Table 4.5 shows the employment in the main sectors for all rural wards within the East of England and for the rural wards in each of the counties. Table 4.6 enables us to compare the effects of taking the rural ward definition against the rural district definition.

Taking the public service sectors as a whole, there are 160 thousand people employed in the rural wards of the East of England, which is 17.6 per cent fewer than in the rural districts. The main difference applies to public administration where there are 43.8 per cent fewer people employed in the rural wards, reflecting the fact that much of the employment in this subsector tends to be concentrated in the larger towns within the rural districts. The effect of taking the rural ward definition is smallest in the case of education, where there are 13.2 per cent fewer people employed, indicating the dispersed distribution of primary and secondary education employment.

When we consider the differences between taking the rural ward and rural district definitions at the county level, it can be seen that the largest difference is in Bedfordshire with there being 35.3 per cent fewer public service jobs overall when adopting the rural ward definition, followed by Cambridgeshire where there are 29.8 per cent fewer. In both of these counties it is public administration employment that is reduced the most and in the case of Hertfordshire, there is hardly any public administration employment within the rural wards. Other sectors where 'rural' employment is significantly reduced, especially in Bedfordshire and Cambridgeshire, are secondary education, human health, and social work sectors, indicating the tendency for these activities to be concentrated in the larger towns. As we would expect, the effect of taking the rural ward definition is least in Norfolk which is the most rural of the East of England counties, there being just 10 per cent fewer 'rural' public service jobs. For several sectors there is hardly any difference at all.

The main effect of including the rural wards within Peterborough UA is to add nearly nine hundred jobs in education and several hundred jobs in both the defence sector and social work, whereas the rural wards within Thurrock result in the addition of six hundred jobs in the health sector.

TABLE IV.1: EMPLOYMENT FOR RURAL WARDS (1998 DEFINITION) IN EAST OF ENGLAND 2002

	ALL PUBLIC SERVICES	PUBLIC ADMIN	DEFENCE	EDUCATION	HEALTH	SOCIAL WORK	LIBRARIES, etc.
All Rural Wards	160302	10047	14976	54543	38715	27498	5893
Bedfordshire	11097	339	820	6364	1379	1673	257
Cambridgeshire	26071	1519	4494	7591	6430	4076	1143
Essex	24517	1094	1040	9080	5974	5132	1169
Hertfordshire	10612	44	379	4495	740	1485	291
Norfolk	47614	2653	2982	14650	16078	7962	1290
Suffolk	37912	4394	4924	11383	7383	6807	1714
Peterborough	1765	4	337	888	124	351	28
Thurrock	714	0	0	92	607	12	1

Source: Annual Business Inquiry

TABLE IV.2: COMPARISON OF RURAL WARD AND RURAL DISTRICT EMPLOYMENT IN EAST OF ENGLAND 2002
(Rural district totals = 100)

	ALL PUBLIC SERVICES	PUBLIC ADMIN	DEFENCE	EDUCATION	HEALTH	SOCIAL WORK	LIBRARIES, etc.
EE Region	82.4	56.2	84.5	86.8	82.7	83.4	82.0
Bedfordshire	64.7	31.0	66.3	75.0	62.1	52.2	39.7
Cambridgeshire	70.2	59.3	73.0	78.0	60.0	78.4	91.7
Essex	84.5	39.5	78.9	93.8	100.1	109.7	83.7
Hertfordshire	82.0	1.7	124.3	80.6	41.4	56.8	101.7
Norfolk	89.9	76.5	94.2	88.9	92.3	91.3	91.6
Suffolk	83.6	82.3	88.8	87.5	84.9	80.3	82.4

Yorkshire and Humberside

Here we consider the effect of using rural wards (the 1998 definition of wards) rather than rural districts as the basis for our analysis of employment within the public service sectors. This leads to 28 wards which are classified as 'urban' but located within the East Riding, North Lincolnshire, and North Yorkshire (which comprise 225 wards in total) being excluded. On the other hand, however, a further 32 rural wards that are within four other authorities (North East Lincolnshire, South Yorkshire, West Yorkshire, and York) are now included. This gives a total of 229 rural wards within Yorkshire and Humberside. Table 4.5 shows the employment in the main sectors for all these rural wards and for the rural wards in each of the counties. Table 4.6 enables us to compare the effects of taking the rural ward definition against the rural district definition.

Taking the public service sectors as a whole, there were 122 thousand people employed in the rural wards of the East of England in 2002, which is 7.4 per cent more than in the rural districts. Much of this additional employment is in education (5766 more 'rural' jobs, nearly half of which are in primary education). In proportionate terms the biggest increase is in higher education, with rural employment in the sector increasing by 66.6 per cent as a result of the inclusion of rural wards in York. Also, the rural ward employment in 'libraries and museums' is more than double that of the rural districts, leading to an additional 1209 'rural' jobs in this sector within the region, much of this being in the rural wards of West Yorkshire.

The main effect of taking out the urban wards in the rural districts is to reduce the public services employment in North Lincolnshire, over half of employment (53 per cent) no longer qualifying. The reductions apply particularly to public administration (62 per cent less), secondary education (59 per cent less), and human health activities (65 per cent less). This arises from the exclusion of two urban wards in Scunthorpe. In the case of North Yorkshire, a quarter of public service employment no longer qualifies, employment in public administration, defence and public security, human health activities, and social work being most affected. However, in the case of East Riding there are very few urban wards so there is little change as a result of adopting the rural ward definition.

The result of including the rural wards in North East Lincolnshire, South Yorkshire, West Yorkshire, and York is to add 35076 jobs to rural public services employment in the region, half of them resulting from the inclusion of rural wards in West Yorkshire. These additional jobs reflect the overall sectoral distribution of employment within the public services rather than being skewed towards any particular sectors.

TABLE VI.3: EMPLOYMENT FOR RURAL WARDS (1998 DEFINITION) IN YORKSHIRE AND HUMBERSIDE 2002

	ALL SERVICES	PUBLIC ADMIN	DEFENCE	EDUCATION	HEALTH	S
All Rural Wards	122332	15384	10226	42729	27686	1
East Riding	35688	8083	3016	10892	7487	5
North Lincs	6731	518	315	2567	1436	1
North Yorks	44837	3901	4627	16655	9821	7
NE Lincs	1037	54	19	610	52	2
South Yorks	9434	179	628	3098	3591	1
West Yorks	17813	2576	930	6195	3685	2
York	6792	73	691	2712	1614	1

Source: Annual Business Inquiry

TABLE VI.4: COMPARISON OF RURAL WARD AND RURAL DISTRICT EMPLOYMENT IN YORKSHIRE AND HUMBERSIDE 2002
(Rural district totals = 100)

	ALL SERVICES	PUBLIC ADMIN	DEFENCE	EDUCATION	HEALTH	S
YH Region	107.4	103.9	104.1	116.6	100.5	1
East Riding	93.2	98.7	100.0	90.0	92.5	9
North Lincs	46.9	37.6	42.3	52.6	34.9	6
North Yorks	73.2	74.4	76.3	85.3	64.0	6

